A REVIEW OF THE RECRUITMENT AND SELECTION SYSTEM OF THE METROPOLITAN TORONTO POLICE

December, 1984

Touche Ross & Partners
Management Consultants

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Mr. Peter J. Moore
Chief Administrative Officer - Policing
Metropolitan Toronto Police
590 Jarvis Street
Toronto, Ontario
M4Y 2J5

Dear Mr. Moore:

We are pleased to submit our final report entitled A Review of the Recruitment and Selection System of the Metropolitan Toronto Police.

This report contains our findings, conclusions and recommendations with respect to the Metropolitan Toronto Police Force's existing system and, specifically how it affects the recruitment and selection of visible and linguistic minorities, and women.

In submitting this report, we acknowledge the extensive support provided by the staff of the Employment Section and all the other Metropolitan Toronto Police Force members with whom we met during the course of this project.

Sincerely,

Kathleen F. Christie

Kathleen F. Christie, C.M.C.
Partner

KFC/dw

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EXECUTIVE SUMMARY

OVERVIEW

The expressed desire of the Metropolitan Toronto Police (MTP) to recruit and hire more fully qualified minority groups and women, and to ensure that its selection system is fair and equitable to all, represents an innovative endeavour that few other comparable organizations in the country have attempted.

It will not be an easy process. There will undoubtedly be challenges that the final efforts do not go far enough or that they go too far to the point of discriminating against other than minorities in Metropolitan Toronto.

The MTP can respond to these challenges by:

- displaying a sincere commitment to the importance of minority recruitment and the recruitment of women;
- ensuring that the recruiting process is entrusted to competent and able personnel;
- planning and evaluating it carefully;
- allocating adequate resources to these efforts;
- using qualified and appropriately trained selectors who can relate to minority applicants;
- involving role models from the minority communities in Metropolitan Toronto in the recruiting process; and
- ensuring that only fully qualified applicants are hired.

If the Metropolitan Toronto Police Force can demonstrate each of the above, it should be able to counter most of the criticism that might be directed against it.

INTRODUCTION

The Metropolitan Toronto Police Force (MTP) has seen substantial growth since its formation in 1957. Strength as of August 1984, was 5,353 uniformed personnel. Its existing selection system has been in place since 1981.

The purpose of this study was to assess the current recruitment and selection system with regard to overall effectiveness and compliance with existing human rights legislation and to develop specific recruitment and selection methods which focus on attracting a larger pool of fully qualified minority and women applicants.

Our work program was divided into three phases:

- data collection and analysis;
- the development of recruitment and selection systems; and
- implementation planning and submission of the final report.

COMMUNITY, PROFESSIONAL AND POLICE FORCE PERSPECTIVES

Interviews were conducted with individuals and groups in minority communities and the MTP and with professionals currently working in race relations. Their perceptions provide some insights into the environmental considerations that the MTP faces in recruiting.

In general, new immigrants hold stereotypes of police which are coloured by experiences in their country of origin. These stereotypes can be positive, negative or neutral. Initial contacts with police in Canada, which usually occur in the context of an investigation, can be stressful and are often compounded by the presence of language barriers. This creates varying levels of fear and contributes to a negative image of policing in general. This image though changes for the better, the longer the individual resides in this country. The most common image, held by members of the minority communities and those professionals working in race relations whom we interviewed, is that the police are overly authoritarian.

These groups of interviewees indicate limited knowledge of actual MTP selection standards and procedures. Nonetheless, they have an overall impression that minority recruitment is not a priority issue for the MTP, that systemic barriers exist in the selection process, that advancement of minority officers within the Force is difficult, and that little in the way of results will come from this study.

Interviews were also conducted with constables who came from visible minority groups. In general, they reported being treated fairly within the Force, did not see any discriminatory elements in the recruiting or selection procedures and they endorsed the current entry standards for policing. They felt that minority recruiting could be given greater priority, especially through more use of senior ranking minority MTP "role models".

THE RECRUITMENT PROCESS

From a recruiting perspective, the MTP has been fortunate in the past in that large numbers of potential candidates have come forward with relatively limited focused recruiting effort.

Women have formed a reasonably high percentage of this available pool of applicants and significantly more have been hired in the past two years. Minority recruitment has been largely unsuccessful, although recent initiatives have resulted in larger numbers of minority applicants being hired. Minority recruitment should be the focus of future efforts.

The past recruiting problems are attributable to a lack of coordinated and focused recruitment effort and one which has relied on traditional techniques only. Planning is limited and falls short of specific recruiting targets and strategies, all MTP resources are not used effectively, and evaluation of the process is not conducted.

MTP CANDIDATE SPECIFICATIONS

Actual candidate specifications are established. These fall into two categories: mandatory specifications, or standards which are minimal requirements, and a list of twenty desirable traits, which are referred to as Constable Performance Factors (CPFs). The former are established through the Police Act or MTP regulations and the latter established as the result of an earlier study. The CPFs represent an appropriate range of traits for selecting police officers.

THE SELECTION SYSTEM

The standards and CPFs are assessed in each applicant by means of a Weighted Selection System, which is point-based. There are 13 areas for which points are awarded. These are:

- age;
- height;
- education;
- previous work experience;
- community involvement;
- aptitude testing;
- essays;
- application form information;
- physical fitness test;
- interview;
- spelling test;
- residence check; and
- reference checks.

Additional points are also awarded on a discretionary basis by the interviewer and the individual conducting background assessments. A medical examination, psychological tests, a credit check, and employee/school enquiries must also be successfully completed.

The selection system is extensive and, with a few exceptions, quite objective. It is well administered and applied uniformly across the applicant population.

However, there are a number of issues pertaining to the selection system that should be addressed.

- Many of the important CPFs are measured by only one element of the selection system, a single interview.

- Some of the selection procedures are not structured to relate directly to the CPFs that the MTP wishes to measure.

- Although interviewers receive some training in interviewing and personnel selection, little of this curriculum is geared toward interpreting the CPFs and how they might be observed in the actual interview.

- The award of differing numbers of points for various ages, without age being a bona fide occupational qualification, is contrary to the Human Rights Code. At the present time, the only method of entry to the MTP is through the Cadet Program, with its restrictive age requirements. This too could be judged to be contrary to the Human Rights Code.

- The award of differing numbers of points to those of different physical statures, without any evidence of it being a bona fide occupational qualification, is unfair.

- The current community involvement measure is not defined clearly or appropriately.

- The essays are subjectively scored and, as a result, can be discriminatory.

- The current fitness test measures strength and endurance but not other elements of overall physical fitness such as coordination, agility and balance.

- The discretionary assessments are superfluous - the interviewers have already assessed the worth of candidates along pre-defined guidelines and there is no need to magnify these ratings through further ad hoc measures.

- The background checks are not directly related to the CPFs and are not carried out in a structured and consistent format.

- The psychological assessment cannot be considered complete without a proper clinical interview to supplement the testing instruments.

- The MTP currently has insufficient numbers of clearly delineated medical standards.

INFORMATION SYSTEMS AND EVALUATION

The lack of in-depth information systems prevents the MTP from assessing its current status in terms of the numbers of women and minorities employed and in terms of the success of its recruiting and selection efforts.

FUTURE DIRECTIONS

The employment function in the MTP should be viewed in the context of an overall management framework. This encourages efforts to be focused on the development of strategies and objectives in five areas; manpower planning, candidate specifications, recruiting, selection, and evaluation.

Manpower planning is essential to identify the level of effort and general direction of Force recruiting and selection in the years to come. We include current Force profiles of age and tenure distribution and attrition rates, and discuss these in terms of their impact on future manpower requirements. On average, we project new manpower requirements for the next five years, to run at approximately 140 persons annually.

In order to fulfill objectives of increased minority and female representation in the Force, a work force audit must be performed first to ascertain current minority group and female officer levels. Once complete, a basis on which to set reasonable and achievable targets for fully qualified minority and female recruiting, is established.

A number of recruiting approaches are available to the MTP and we provide a detailed discussion of the most viable and their anticipated benefits and impact. We recommend five specific recruiting approaches:

- high school presentations;

- minority community group presentations;

- campus recruiting;

- use of minority community role models; and

- mentoring/upgrading, whereby those currently affiliated with the Force, but not uniformed members, are encouraged to upgrade their qualifications, if necessary, to permit entry as a Police Constable.

To the extent possible, all candidate standards and CPFs should be job-related and measured effectively and in a manner that guards against any discriminatory bias. To this end, we propose a personnel selection system that:

- overcomes the weaknesses inherent in the current system;
- conforms to existing legislative requirements;
- measures, as adequately as possible, all of the MTP standards and CPFs;
- ensures that the process does not discriminate against any group;
- closely relates all the selection tools to the standards and CPF's;
- is cost-effective; and
- provides information on remedial fitness training and educational upgrading opportunities for unsuccessful candidates.

The actual selection steps include the following:

- Front Desk Procedures - candidate receives the application form and provides necessary documentation to meet minimum standards of age, citizenship, education and driving ability. The upper age limit has been removed, and height is removed as a differential factor, replaced by an accurate measure of height/weight proportion. Vision minimums are altered to 20/40 in one eye and 20/100 in the other unaided, correctable to 20/20 and 20/30, respectively. Additional measures of field of vision and hearing acuity are included. Waiver forms, a physical fitness test information booklet, the Hoffmann-LaRoche medical history form and the Achievement Tests study package are also distributed to candidates at this point.

- Physical Fitness/Body Fat Measurement - measures health, physical ability, and weight proportionate to height. The fitness test is two-fold; a comprehensive measure of general fitness that should be developed with the advice of a physical fitness expert, and a job-related physical ability test which samples abilities likely to be required in the performance of the job. Body fat standards are applied also.

- Achievement Tests - measures minimum education and the CPFs motivation/initiative, observation/memory, job appreciation, learning ability, and communication skills. The test is two-part; the first is school subject oriented, the second is aimed at learning ability and requires careful examination of the job-related study package distributed during the Front Desk procedures. The existing essay, spelling test and General Aptitude Test Battery will be removed from the process once the new achievement tests are developed and in place.

- Personal Appraisal - measures the CPFs of common sense/good judgement, observation/memory skills, dominance/leadership, public service orientation/ cooperation, job appreciation, integrity/honesty, self control, and maturity/responsibility. It involves viewing video-taped scenarios and answering written questions that tap the aforementioned attributes. This appraisal adds additional measures of many CPFs, where in the past the interview was the only relevant tool.

- Personal Interviews - measures the CPFs of appearance, organization, common sense/good judgement, motivation/ initiative, dependability/reliability, dominance/ leadership, public service orientation/cooperation, job appreciation, integrity/honesty, self control, adherence to authority, communication skills, and maturity/ responsibility. Two structured interviews are conducted to increase the reliability of the process. Interviewer evaluation and training is recommended.

- Background Checks - measures the majority of the CPFs. Investigators will be trained in assessing and reporting these factors and the checks will result in information that is more directly related to the CPFs.

- Medical Examination - measures health and is made more cost- effective through the use of the Hoffmann-LaRoche medical history form.

- Psychological Assessment - geared toward detecting any pathology. A clinical interview is added to increase the validity of this procedure.

The main thrust of the proposed system is to assess, more reliably, the standards and 20 CPFs which are predictive of success as a police officer. The system uses a multiple hurdle approach, permitting the passing or failing of candidates at each successive stage.

Final acceptance is based on complete review of performance opposite each of the 20 CPFs and standards assessed.

Overall evaluation of the recruitment and selection program is strongly recommended. In this regard, we believe that the effective management of the overall employment fucntion requires quantification of targets in order to assess progress, to evaluate recruiting programs and selection steps and to plan future endeavours. With only general goals, as opposed to specific targets, evaluation becomes much more subjective and open to criticism.

A precursor to this evaluation is the compilation of data on MTP ethnic/racial/sex mix and data relating this to the success of recruiting efforts and selection effectiveness. This requires a comprehensive, accurate, and up-to-date information base.

STRATEGY FOR IMPLEMENTATION

The nature and scope of the changes recommended dictate a phased approach to implementation. This requires keeping the existing system intact, for a period of time, while relevant information needs are satisfied and while the new selection tools are being developed. Initially, changes in the application form should be undertaken to bring it in line with the Human Rights Code. This process, as well as the others suggested should be done in consultation with the Human Rights Commission.

To facilitate implementation, a slightly altered functional structure for the Employment Section is proposed with the addition of a technical resource person, likely schooled in psychology and experienced in personnel practices and the development and validation of recruitment and selection procedures.

INTRODUCTION

The Metropolitan Toronto Police (MTP) was formed in 1957, through the amalgamation of 13 then existing municipal police forces. Since that time, both the population of Metropolitan Toronto and the Police Force have grown substantially. As of August, 1984 the Force had a strength of 5,353 uniformed members.

The existing personnel selection system was implemented in 1981, following an earlier consultant's study. During the intervening years, considerably more emphasis has been placed on human rights issues. In fact, all organizations are now operating to a much greater extent in an equal opportunity world.

While the MTP considers its performance, with respect to the recruitment and hiring of minorities and women to be good, relevant to other major police forces in Canada, it aims to attract a larger pool of fully qualified applicants from these groups.

In addition, the MTP wants its selection system reviewed in order to ensure that it is selecting not only the best possible candidates, but also that it is not unfairly discriminating against any eligible candidate groups.

In general, the MTP wishes to ensure that its selection system:

- measures the appropriate selection factors accurately;
- conforms to existing Human Rights legislation;
- encourages application from, and hiring of fully-qualified, ethnic, racial and linguistic minorities and women; and
- is cost effective.

In this report, we initially outline the specific objectives of the study and the program of work that was undertaken to fulfill these objectives. This is followed with a chapter on the results of our interview program, and findings and conclusions with respect to the current recruiting, selection and evaluation systems. We conclude with our recommendations on how the overall system might be improved and detail an implementation plan.

OBJECTIVES AND WORK PROGRAM

OBJECTIVES

The specific objectives for this project were as follows:

- to assess the effectiveness of the current system of recruitment and selection and to develop recommendations for improvement;
- to review current human rights legislation and determine its impact on the Force's recruitment and selection practices, and to make recommendations for change where necessary; and
- to develop approaches to recruitment and selection which will enable the Force to attract a larger pool of fully-qualified applicants from minority groups and women.

WORK PROGRAM

Our Work Program was divided into three phases:

- data collection and analysis;
- the development of a recruitment and selection system; and
- implementation planning and submission of the Final Report.

The data collection phase was aimed at gaining an in-depth understanding of the Metropolitan Toronto Police Force's recruiting and selection activities and those in other municipalities, where similar recruiting challenges exist. In this regard, we examined all the documentation surrounding current recruiting and selection programs and met with:

- all senior members of the Personnel Department and Employment Section;
- a sample of MTP line and staff officers; and
- a sample of recent recruits in order to gain their impressions of the system.

We also conducted a literature review to analyze the most recent and valid research in the area, with a view to determining the characteristics of successful police recruiting and selection programs, as well as the recruiting and assessment devices that

are commonly used. We also visited three major Canadian police forces (Calgary, Vancouver and Edmonton) that are commonly thought to have devoted significant time and energy to the issues of minority recruitment and selection. Most importantly, in this phase, we met with a wide variety of community representatives to gain their impressions of the MTP's recruiting and selection program for police officers. We met also with representatives of the Human Rights Commission and we attempted to evaluate the validity of the current MTP selection system.

We subsequently developed initial recruiting and selection options and tested their viability with senior members of the Personnel Department, prior to arriving at our final recommendations. Based on the recommendations presented, we then developed an implementation plan.

The results of all these efforts are contained in this final report, which was reviewed in draft with respresentatives of management and the Personnel Department prior to being issued.

COMMUNITY, PROFESSIONAL AND POLICE FORCE PERSPECTIVES

In this section we report our findings from the interviews conducted.

Although we did not conduct a full-scale attitude survey, we did interview several different individuals and groups, both within and without the Police Force, in an attempt to gain their perceptions with respect to the overall recruiting and selection activities of the Force. We report these perceptions below, along with the warning that because of the relatively small number of interviews conducted, the opinions may not be fully representative of the entire groups from which the interviewees came. Attached as Appendix A is a list of individuals and groups interviewed during the course of the study.

Moreover, it should be emphasized that what is reported below represents perceptions only, not necessarily fact. However, when any organization is recruiting it must respond to, and manage perceptions, which are a reality. In effect, these perceptions provide some insight into the environmental factors that the MTP must face during the recruiting and selection process.

COMMUNITY PERSPECTIVES

Before reporting the perceptions of minority communities toward policing as a career in general, or toward MTP in particular, it is useful to examine briefly how these attitudes are normally formed.

Generally speaking, new immigrants to Canada bring attitudes with them, concerning police, that reflect the values and cultures of their home countries. For example, if a family moves from a country where police are perceived to be corrupt, this family will assume that Canadian police operate in much the same manner. Among the actual immigrants, these attitudes are very difficult to change. Not suprisingly, the attitudes are initially passed on to the children. However, children in these same families, who are raised in Canada, tend to be much more influenced by their peers, than by their parents. As a result, there is a chance of attitudes becoming more favourable toward the police during the second and subsequent generations.

For those raised in Canada, the peer influence appears to be significant but not always positive in terms of perceptions of police. This will often cause young people, who are genuinely

interested in a police career, to think otherwise as a result of peer pressure.

Officials in the school system such as guidance counsellers, appear to have only a moderate influence. High school students can obtain much information about various careers from guidance departments, but the fact that guidance resources are somewhat limited preclude the situation where guidance counsellors can actively encourage large numbers of people to enter any particular occupation.

Another major influence on the attitudes of young people can be various role models in the community. In this context, a role model could be an acknowledged community leader, an athletic club leader, a favourite teacher, a member of the clergy, or simply a respected community member. These individuals can exert significant influence over young people and their attitudes toward an organization or a career. However, there is no common thread in identifying such individuals. They come from a variety of backgrounds, fill a number of different positions and often are not high-profile members of the community.

In terms of attitudes toward policing in general, the most common impression is that the police are overly authoritarian. These attitudes are fostered in the individual's country of origin. Varying levels of fear accompany this perception, depending on the amount of repression the police are perceived to exercise in the country of origin. However, in minority communities where the police were highly regarded in the country of origin, these attitudes tend to transfer into the Canadian context.

This fear level, though, does not derive only from the homeland. In Canada, when these members of minority communities have to deal with police, it is usually a highly stressful situation, as an offence may have been committed. This stress is compounded by the fact that these people must often deal with the police in a language other than their mother tongue. They have difficulty communicating, they may not totally understand what is being said by the police officer, and they worry that their lack of communication skills may be regarded, by the police, in a negative way. In situations such as these, initial fears are reinforced even further.

In terms of the MTP specifically, most interviewed members of the minority communities did not believe that the police were making a full and honest effort at recruiting minorities. Those who did acknowledge that efforts were being made, questionned the lack of results. The majority perceived very few efforts and felt that the percentage of visible minorities on the Police Force is not increasing. Moreover, there was a definite

perception that career advancement within the MTP is very difficult for minority group members. This feeling was based on the fact that very few visible minorities have been promoted to senior ranks. Generally, it is not understood within these communities that promotion within any police organization is a slow process. It takes many years to reach the senior officer level, generally more years than any single minority group has been well established in Metropolitan Toronto. Nevertheless, this is an important perception that will have to be dealt with in future recruiting efforts.

In overview, with respect to recruiting, it was generally felt that there has been a lack of a coordinated effort on the part of the MTP, using the necessary resources, to plan for and focus recruiting efforts on visible minorities.

Knowledge, in minority communities, of the Force's selection process standards is limited. Most are aware that height restrictions were dropped in the recent past, but that this did not result in a greater minority enrolment. Few of the people we interviewed would argue with the notion that the MTP must set fairly stringent standards for police officers. However, there is the perception that it would be very difficult for white officers to be completely impartial to the visible minority applicant, given the culture of the police organization. This culture is perceived as being excessively White Anglo-Saxon oriented and it is felt to be a very closed organization where outsiders are not always fully accepted. It must be emphasized that these are perceptions only and not necessarily based on factual evidence.

The members of the minority community would like to have better channels of communication with the MTP to discuss these and other issues and help explain the attitudes of community group members. They see the police as taking limited initiatives in this regard and feel that the police do not listen. It should be noted, though, that MTP efforts in recent months to have meetings with community groups was recognized as a very positive step, by those who were aware of it.

It can be generally stated that the attitudes towards the MTP are better in the communities which have been established in Metropolitan Toronto for the longest period of time. This is consistent with the notion that attitudes that are brought over from the homeland will change after significant exposure to the Canadian milieu.

PERSPECTIVES OF PROFESSIONALS WORKING IN RACE RELATIONS

We interviewed a number of professionals, within Metropolitan Toronto, whose job actively involves them in race relations

activities. Their knowledge of the MTP recruitment and selection system varied, but all were willing to express their perceptions.

Many of these people felt that the current study would not produce any significant results in terms of increased efforts to recruit minorities. This scepticism was based on the fact that, over the past few years, many submissions have been made to the MTP with respect to improving minority recruitment. The perception existed that these reports and recommendations did little to change police hiring practices and they saw little reason to believe that the current study would be any different.

These people believed also that systemic barriers did exist in the MTP. In this context, systemic barriers were defined as organizational attitudes, established behaviours, and practices and policies which may result in restricted opportunity and exclusion from employment.

Based on existing perceptions, their specific challenges, with respect to MTP recruiting and selection, included the following:

- the recruiting function has not proactively been taken into minority communities;
- non-uniformed members of the Force are not considered to be a viable applicant pool;
- age requirements exclude potential candidates;
- the application form is biased; and
- certain screening procedures may have an adverse impact on minorities.

CONSTABLES' PERSPECTIVES

We interviewed a sample of recently hired police constables who were visible minorities.

Generally, this group of individuals had grown up always wanting to be police officers and, in fact, some had encountered considerable resistance from peers and parents with respect to their career aspirations. They joined nevertheless and are very pleased with their decision. They did not see any discriminatory elements in the recruiting or selection procedures and felt that they were treated generally fairly once they were in the Force.

These individuals felt that, although they had few difficulties with the recruiting and selection process, that the organization could do more in terms of recruiting minorities. They believed

that direct contact within the minority community is the best method of recruiting, but that efforts should not be wasted on simply selecting any minority for the sake of improving the minority ratio. They were strong believers in the standards that had been established for entry into the MTP and would not want to see these compromised in any way. They encouraged the use of minority role models in recruiting, that is, currently serving officers from racial minorities, but they stressed that it is important not to use only constables, but more senior personnel as well, as there is a risk of reinforcing a perception that minorities cannot be promoted within the organization.

PERCEPTIONS OF OTHER MTP MEMBERS

We interviewed other longer-serving MTP officers from minority groups, from those who supervise minority group Police Constables (P.C.), and those from the Ethnic Relations Unit.

There is a strong sense, within this group, that the standards for entry into the Police Force should not be changed and that minority group members perform at least as well as non-minority group members. In fact, there is some sense that a minority group P.C. must perform at an even higher standard in order to be accepted by his/her peers.

Those with long service could see no significant difference in the quality of recruits since the Weighted Selection System was introduced in 1981. In general, it was felt that the police have always maintained very high standards and have selected candidates very effectively.

It was almost unanimously agreed by this group that the MTP can benefit from increased minority group representation. This argument is not based so much on the notion that a police force should be representative of its community, but rather on the fact that an increased level and variety of language skills will help the MTP perform more effectively in multi-cultural Metropolitan Toronto.

Members of the Ethnic Relations Unit have become involved in recruiting, and appreciate the difficulties that are being faced in attracting more minority group members. It was their strong belief that the MTP must work directly within the community, in order to achieve better results in this area. It was felt that advertising was a relatively ineffective mechanism. Moreover, it was sensed that the Force suffers from an image problem and, indeed, this is one of the reasons that this particular Unit was established.

Although members of the Ethnic Relations Unit are sometimes asked to refer worthy candidates to the Employment Section,

these members are not an integral part of the recruiting process. They are not sure of what their role is in this regard and generally, with time permitting, would like to become more closely involved in these activities.

* * * *

In the subsequent chapter, we present our impressions of the recruiting and selection system, the results of our review of the literature, and our conclusions.

THE RECRUITING AND SELECTION PROCESS

THE CURRENT PROCESS

The MTP has been fortunate in the recent past in that large numbers of potential candidates, including women, have applied to the Force, with minimal recruiting effort. With the small number of Force vacancies, the Employment Section has been able to select very high calibre candidates.

With respect to the recruiting of women, many have applied even without a focused recruiting effort. Over 450 applied in 1983 for the Cadet Program, the only means of entry to the Force at that time. Nine of the fifty-eight cadets hired that year were women. Similarly this year, relatively large numbers have come forward and of the forty-two hired to date, fourteen have been women.

The hiring of women, therefore, is not a major recruiting issue at the present time:

- large numbers apply;
- MTP management is increasing the hiring emphasis; and
- the actual numbers of women hires is increasing.

We endorse these hiring initiatives and recommend that they continue. As the MTP is able to recruit women readily and because it is recognizing the importance of hiring more, the major focus of the remainder of our report is on minority recruitment and hiring where the challenges are much more significant. Indeed, as no extraordinary efforts have to be made to recruit women, we recommend that the emphasis in recruiting be placed on minority groups.

The overall program has not been as effective with respect to minority recruitment. In 1983, only two of fifty-eight cadets hired were visible minorities. Recruiting sufficiently qualified applicants was the major impediment. To date in 1984, ten of the forty-two cadets have come from visible and linguistic minorities, the result of a management initiative in this area of hiring.

Recruiting and selection are not directed in an overall management framework:

- planning of activities is limited;
- all MTP resources are not well used; and

- little program evaluation takes place.

Manpower planning is practised in the sense that overall hiring targets are set for the immediately upcoming year, but this is not translated into recruiting targets or levels and types of recruiting effort.

In terms of candidate specifications, there are certain mandatory specifications which are identified clearly and also a list of twenty desirable traits or attributes, hereinafter called the Constable Performance Factors (CPFs).

The mandatory specifications, which we refer to as standards, include:

- minimum age;
- citizenship and/or immigration status;
- minimum education;
- good health;
- good moral character and habits;
- weight proportionate to height;
- driver's license;
- visual acuity; and
- colour vision.

For the most part, these standards represent "go/no go" decision points. That is, a person either meets the criterion or he/she does not. Moreover, most are very easy to measure, with the exception of weight proportionate to height and good moral character and habits. The former is now judged by the Employment staff. The latter essentially reflects the twenty CPFs that, in effect, are really desirable traits or attributes:

- ability to perform in pressure situations;
- appearance;
- organization;
- common sense/good judgement;
- flexibility;
- motivation/initiative;
- observation skills/memory;
- dependability/reliability;
- dominance/leadership;
- public service orientation/cooperation;
- job appreciation;
- integrity/honesty;
- self control;
- adherence to authority;
- inter-personal sensitivity;
- physical ability;
- ability to operate an automobile;
- learning ability;

- communications skill; and
- maturity/responsibility.

These factors were established as a result of the 1981 study, and we conclude that they are appropriate selection criteria.

In terms of the recruitment activities specifically, there is little effective targeting taking place. That is, recruiters operate general programs aimed at the populace-at-large. They have not been effective in targeting specific minority groups. Moreover, only traditional techniques, such as advertising and school presentations have been used. This has been partly the result of limited budget and staff resources, but innovative techniques have not been initiated. The recruiting function is generally not proactive and there is little coordination of other internal MTP resources in the recruiting effort. With respect to the latter point, members of the Ethnic Relations Unit may be asked to refer potential candidates to the Employment Section, but these initiatives are not carefully planned nor are they followed-up on a regular basis. In general, there are no regular planning sessions for the overall recruiting activities.

The Employment staff is in an admittedly difficult situation, though. Recruiting effectiveness is determined, in part, by organizational image - a factor that is not completely manageable from within the Personnel Department.

The members of the Employment Section are aware of the minority recruitment issues and they have a commitment toward improving MTP effectiveness in this area.

In addition to the required standards discussed earlier, the MTP has a Weighted Selection System to determine who will be hired. It is point-based and awards varying numbers of points for:

- age (optimum 23-35);
- height (optimum 5'9" to 6'3");
- education;
- previous work experience;
- community involvement;
- aptitude testing;
- essays;
- application form information;
- physical fitness test;
- interview;
- spelling test;
- residence check; and
- reference checks.

In addition, the interviewer and the individual who conducts the background assessments have the ability to award a number of

points on a discretionary basis. Candidates must also complete successfully a pre-placement medical, a psychological assessment and pass a credit check and written enquiries to former employers and schools. These written enquiries are in addition to the face-to-face reference checks that are conducted.

Exhibit 1 depicts a matrix of each of the six major selection steps and the standards and the 20 Constable Performance Factors each is intended to measure. As can be seen, the majority of the CPFs are measured through only one mechanism, the interview. Moreover, and not surprisingly, the interview also carries the greatest weight in terms of number of points awarded. If one is to assume that the twenty CPFs are all critical to success as a P.C., and this is an assumption we endorse, then the current selection system does not adequately measure all twenty. This is particularly true when the candidate receives only one unstructured interview. The reliability of the interview in this context is poor; yet it carries the most weight and measures the most CPFs.

Many of the selection procedures do not relate directly to the twenty CPFs under consideration. For example, the various background checks do not result in a report that assesses the candidate opposite the twenty CPFs.

Points are awarded for work experience, but it is unclear to which CPFs the assessment is related.

The various selection steps are not ordered so that the least costly and most discriminating steps appear at the outset of the process. From a pure cost-effectiveness point of view, the time-consuming steps should involve only a smaller number of the highest-potential candidates.

The principles of the Weighted Selection System are violated when the candidates who score highest on the system are not guaranteed selection, as is sometimes currently practised.

Other findings with respect to the current selection system include the following.

- Although interviewers receive some training in interviewing and personnel selection, little of this curriculum is geared toward interpreting the CPFs and how they might be observed in the actual interview.

- The award of differing numbers of points for various ages, without age being a bona fide occupational qualification, is contrary to the Human Rights Code. At the present time, the only method of entry to the MTP is through the Cadet

EXHIBIT 1

MATRIX OF CURRENT MTP SELECTION STEPS OPPOSITE STANDARDS AND FACTORS

	STEPS					
	1 Basic Requirement	2 Basic Qualifi-cations	3 Skills Profile	4 Recruiting Officer's Assessment	5 Capability/ Liability as	6 Background Assessment
STANDARDS						
Minimum Age	x	x				
Citizenship/Immigration	x	x				
Minimum Education		x				
Good Health		x			x	x
Weight/Height Proportion	x	x				
Drivers License	x					
Visual Acuity	x					
Colour Vision	x					
CONSTABLE PERFORMANCE FACTORS						
Performance Under Pressure				x		
Appearance	x			x		
Organization				x		
Common Sense/Good Judgement				x		
Flexibility				x		
Motivation/Initiative				x		
Observation/Memory Skills				x		
Dependability/Reliability				x		x
Dominance/Leadership		x		x		x
Public Service Orientation/Cooperation		x		x		
Job Appreciation				x		
Integrity/Honesty				x		
Self Control				x		
Adherance to Authority				x		x
Interpersonal/Sensitivity				x		
Physical Ability/Health			x			
Ability to Operate Automobile	x					
Learning Ability			x			
Communications Skills			x	x		
Maturity/Responsibility				x	x	x

NOTES:

1. Drivers license, citizenship, etc.
2. Age, height, education, work experience, community involvement
3. Aptitude testing, essays, application form, physical fitness
4. Interview, spelling test, discretionary assessment
5. Medical, psychological assessment
6. Residence and reference checks, written enquiries, credit check, discretionary assessment

Program with its restrictive age requirements. This too could be judged to be contrary to the Human Rights Code.

- The award of differing numbers of points to those of different physical statures, without any evidence of it being a bona fide occupational qualification, is unfair.
- The current community involvement measure is not defined clearly or appropriately.
- The essays are subjectively scored and, as a result, can be discriminatory.
- The current fitness test measures strength and endurance but not other elements of overall physical fitness such as coordination, agility and balance.
- The discretionary assessments are superfluous - the interviewers have already assessed the worth of candidates along pre-defined guidelines and there is no need to magnify these ratings through further ad hoc measures.
- The background checks are not directly related to the CPFs and are not carried out in a structured and consistent format.
- The psychological assessment cannot be considered complete without a proper clinical interview to supplement the testing instruments.
- The MTP currently has insufficient numbers of clearly delineated medical standards.

Finally, information systems are poor with respect to all applicants, but particularly minorities. The MTP has a difficult time assessing its current status in terms of numbers of women and minorities employed, but it also keeps very little information on the successes of its recruiting and selection efforts with respect to these same groups.

There is little evaluation conducted of either the recruiting or selection processes. More specifically, the MTP has little information on the quality of the assessments being submitted by the interviewers or background assessors.

RESULTS OF THE LITERATURE REVIEW

As a part of our mandate, we conducted a literature review of police-related source material, relevant to the issues of minority recruiting and selection.

Most of the literature is American based. This is not necessarily a detriment, but it must be remembered that, in the majority of American police forces, there are affirmative action and/or equal opportunity programs. The overview results of this literature review follow.

With respect to recruiting, there are generally two arguments which are used for recruiting more minorities into policing. One is to rectify past injustices and the second is to ensure that the police are adequately representative of the communities they serve. Although both rationales are important, police officials tend to believe in the latter as being much more critical and it is on this basis that they are developing plans to recruit and select more minority group members.

American police forces do have difficulties in increasing minority enrolment however. Police are generally held in low esteem by the minority groups and there is a general lack of interest on the part of minority group members in becoming police officers. This causes an important, but basic, dilemma. Although the Police organizations are not held in very high regard by the minority groups, it is these same groups that demand greater representation in police departments.

In the United States, the overall success of police minority recruiting efforts is largely related to the commitment of the individual police department. Isolated or half-hearted attempts to recruit more minorities have rarely been successful. On the other hand, the most successful minority recruitment programs have involved a complete organizational commitment to the concept and have included effective community relations programs, active outreach into the community and a careful nurturing of potentially acceptable minority applicants.

In terms of personnel selection, there is a rather extensive American case law surrounding the fairness of various selection steps. In general, the courts have ruled that, if a particular component of the selection process results in the exclusion of excessive numbers of minorities or women, that step must be empirically demonstrated to be predictive of police performance on-the-job. The Ontario Human Rights Code implies the same standards must be applied in the Canadian context.

Many specific components of selection processes have also received attention in the literature. In the United States, there is an Age Discrimination Employment Act that specifies

that any discrimination based on age must be a bona fide occupational qualification.

In policing, there has been general support for a lower age limit of 20 or 21 and much more isolated support for an upper age limit of 50. However, any further discrimination within these boundaries has been found to be illegal. This is an important consideration. Any police force may argue that it does not wish to hire a 45 year old simply because that individual might have only 20 years of service to offer the organization prior to normal retirement. In the United States, where there is much more stringent equal opportunity legislation, this issue is immaterial. If the 45 year old is capable of performing the job, no police force can discriminate against him/her based on this criterion alone. So, career development issues are not the key issues here, rather it is the ability to perform the job and not result in a threat to the public safety.

Written tests have generally been found to be the most discriminatory elements of all the selection processes in terms of their impact on minority groups. They are usually heavily biased in favour of those who have received their schooling in a North American context and they have been challenged frequently, and successfully, in the courts.

Background and residence checks have also been found to hurt minority group chances of employment, normally because there are no specific standards attached to the screening process. It is usually a very highly subjective process that can be biased if the investigating officer is not aware of minority group living patterns or community standards.

The literature generally supports a minimum of high school completion for successful performance as a police officer, and there is further general support for the notion that increased education above that level results in better police performance, all other things being equal.

The literature contains support also for minimum physical fitness requirements, but in the American context, these have to be comprehensive and job related. Most American police departments have similar physical fitness standards for both men and women.

Interviews form a part of every selection process, but research indicates that, in isolation, they are not valid selection devices in and of themselves. However, they are a component of nearly all selection processes that will remain forever. The most reliable kinds of interviews have proven to be those that are structured and standardized to the extent possible. American police forces have met with considerable success by

having minority group serving members interview minority group candidates.

Most psychologial testing procedures have not fared well in the American courts. Personality tests are particularly biased against minority groups and they are usually not job related. As a result, they have been challenged successfully on many occasions. There is a small Canadian literature that is critical of psychological testing, as well.

In overview, the essential message of the results from the literature is that all selection steps should be evaluated regularly and empirically. To the extent possible, they must be job related and steps must be taken to ensure that individual selection steps do not discriminate against minority groups.

With respect to recruiting, the clearest message is that an organization must be committed to this course of action if it is to succeed. It is not enough to simply state that one is interested in hiring more minorities - management must demonstrate it through proactive programs aimed specifically at these groups.

VALIDATION OF MTP SELECTION STEPS

Part of our mandate during the current study was to validate the current steps within the MTP selection process, opposite performance criteria that were available once the successful candidates began performing their duties.

This task did not lead to much fruitful information, not because the steps were not valid predictors of future performance, but rather because:

- the various selection measures did not discriminate between individuals - all scored uniformly highly on nearly all elements of the selection process;
- as a result, the measures were not independent, that is, they did not appear to be measuring different characteristics in individuals;
- the performance criteria that were employed did not discriminate adequately between the various constables once they were on the job - nearly all of them turned out to be "very good" performers as assessed by their superiors; and
- virtually no information was available on minority group membership, making the task of determining whether or not any of the current selection steps discriminated against minorities impossible.

In short, there was insufficient valid and reliable information available to assess accurately whether or not the current MTP selection procedures are in fact predictive of subsequent performance once on the job.

IMPLICATIONS

Based on all of our data gathering activities, several implications arise which should direct the MTP, in the future, in revising its recruiting and selection program.

The lack of a basic management framework for the overall recruitment and selection function is particularly detrimental, specifically because activity planning and program evaluation does not take place.

The standards and Constable Performance Factors are generally good, with the exceptions noted, and they can provide a solid base for future recruiting and selection techniques.

In the past, the recruiting effort has suffered from a lack of:

- complete organizational commitment to the concept of minority recruitment;
- innovation;
- focus;
- specific minority group targeting; and
- a lack of an integrated approach using a wider variety of MTP resources and community resources, where available.

With respect to the selection system, there are parts of it that currently violate the Human Rights Code, specifically the existing application form and the differential points awarded for age and height. This has resulted in discrimination against all people, not just minorities or women. Equally important though, is the mechanistic approach that has been taken to personnel selection. The system encourages focus on the mechanics of the process rather than on the desirable traits or attributes that lead to successful police performance. A fundamental re-focusing in this regard is required, by linking the selection process very closely to the twenty Constable Performance Factors.

The recommendations which follow, in the subsequent chapter, are designed to provide a more effective and equitable recruitment and selection system for the MTP.

FUTURE DIRECTIONS

The employment function in the Metropolitan Toronto Police Force must be viewed in an overall management framework. That is, the component parts of the overall system, diagrammed in Exhibit 2, must all be considered:

- Manpower Planning - to estimate numbers needed and plan the recruiting effort accordingly;
- Candidate Specifications - to ensure a close linkage between these and each of the selection steps and to focus the recruiting effort appropriately;
- Recruiting - careful assessment of the techniques available and selection of those which will provide adequate numbers of appropriately qualified candidates;
- Selection - the operation of an unbiased system, job related to the extent possible and accurate in terms of identifying those with the highest potential;
- Information Systems - databases that will allow the MTP to assess its progress opposite recruiting and selection targets; and
- Evaluation - the capability to assess the effectiveness of the overall system in order to implement rational change.

Below, we identify the changes that should be made under this management framework.

MANPOWER PLANNING

Basic manpower planning must take place if the MTP is to realize the goal of more carefully planning and focusing its recruiting efforts.

Below, we present a basic manpower analysis that projects personnel needs into the future. As with any model, however, it will be continuously subject to change, based on Force turnover and other environmental considerations.

As of August, 1984, the uniformed strength of the Metropolitan Toronto Police Force was 5,353. The break down of these uniformed personnel by rank, age and experience is shown in Exhibits 3 and 4. Exact data on the numbers of minorities was not available.

EXHIBIT 2

METROPOLITAN TORONTO POLICE

MANAGEMENT FRAMEWORK FOR THE EMPLOYMENT FUNCTION

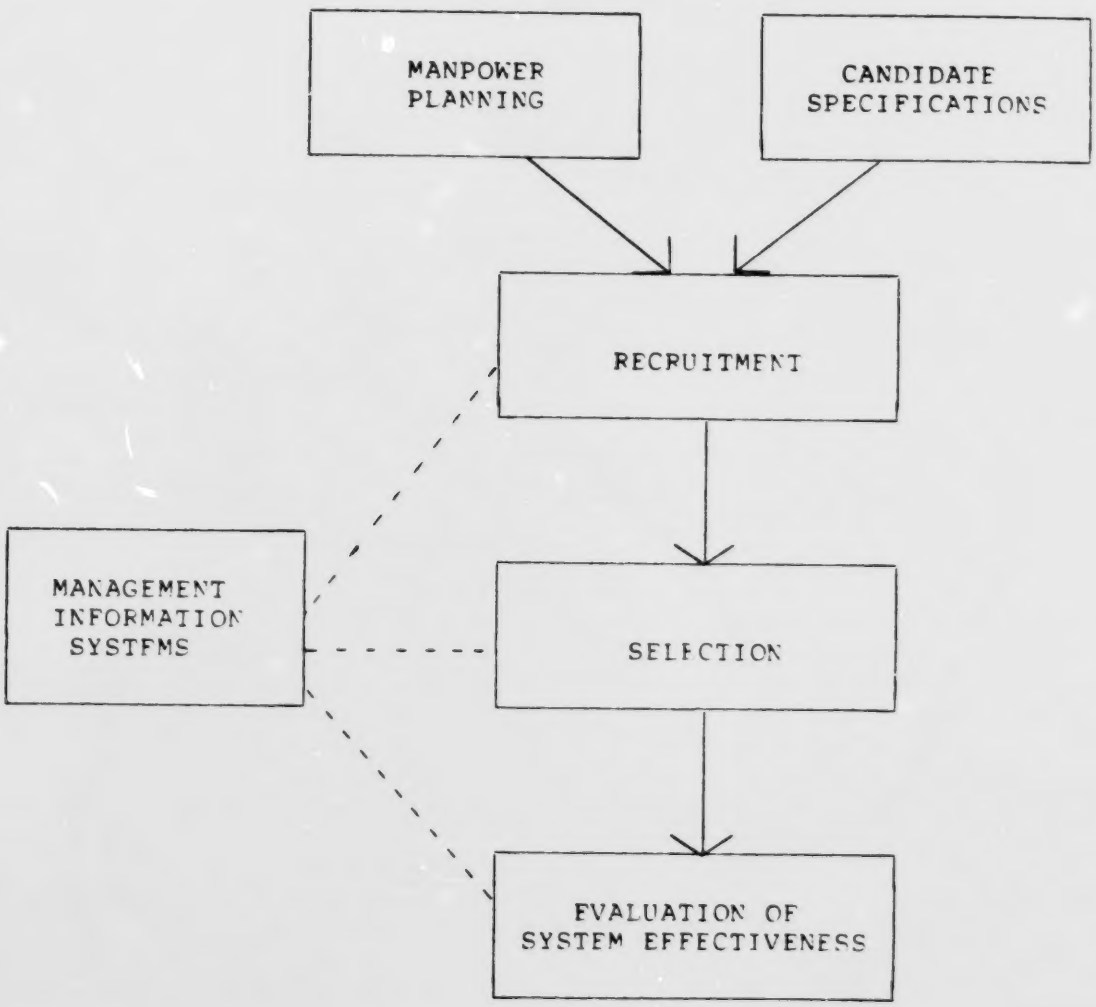


EXHIBIT 3

UNIFORMED PERSONNEL BY RANK AND AGE

Years of Age	P.C.	Sgts.	S/Sgts.	Senior Officers	Total
21 - 25	518				518
26 - 30	1147	11			1158
31 - 35	1212	131	6		1349
36 - 40	608	284	41	4	937
41 - 45	216	193	59	14	482
46 - 50	146	122	42	15	325
51 - 55	153	108	77	33	371
56 - 60	71	44	46	24	185
61 - 65	8	3	11	6	28
Over 65					
TOTAL	4079	896	282	96	5353

EXHIBIT 4

UNIFORMED PERSONNEL BY RANK AND EXPERIENCE

Experience In Years	P.C.	Sgts.	S/Sgts.	Senior Officers	Total
Less than 1	54				54
1 - 5	854				854
6 - 10	1785	47	1		1833
11 - 15	748	252	23	2	1025
16 - 20	356	330	71	12	769
21 - 25	125	137	67	22	351
26 - 30	116	94	66	22	298
31 - 35	35	33	36	27	131
36 - 40	7	3	16	11	37
41 - 45				1	1
TOTAL	4080	896	280	97	5353

Retirement patterns have been consistent in the past and, consequently, the best measure of future attrition, through retirement, is to look at these historical trends. These are presented in Exhibit 5. There is a remarkable consistency across the various rank levels in terms of the median retirement age and the median length of service upon retirement. In general, the more senior people, in terms of rank, tend to stay somewhat longer on the Force.

With respect to turnover other than through retirements, specific data were not available although the MTP indicates the average is approximately 1% per year. This includes resignations, deaths, discharges and departures due to disability.

Given the current size of the Force, its distribution across rank levels, its ages and years of experience, one needs some assumptions with respect to future scenarios in order to complete the manpower planning exercise.

In this regard, we assume that the Metropolitan Toronto Police Force will not grow in size in the future. According to a recent Statistics Canada report, there has been relatively little growth in the Metropolitan Toronto population over the past ten years (the growth has been in the suburbs) and, with budgetary constraints expected to continue at the municipal level, it makes sense to assume that the Force will maintain a relatively constant size in the foreseeable future. We also assume no drastic changes in retirement patterns, but this situation may change if, for example, there is a major change in the pension schemes. For example, some organizations are offering incentives for early retirement through enriched pension plans that are available at earlier ages. We have no information that this may be considered for the MTP and as a result, assume the retirement patterns will remain the same as in the past.

With these assumptions then, it is possible to project manpower requirements into the future. Exhibit 6 represents the five-year annualized manpower requirements for the MTP. For the period 1984 to 1989 the best available estimate is approximately 140 persons per year. This decreases slightly from 1989 to 1994 and, thereafter, rises rapidly (a reflection of the large numbers of uniformed personnel currently in the 26-35 age group).

Manpower planning is not an exact science. It is based on assumptions and predictions, but it is an exercise that should be carried out at least on an annual basis by the MTP. Moreover, if more detailed data are available (for example, break downs by exact age and years of experience rather than by 5-year intervals), more detailed manpower planning can be done.

EXHIBIT 5

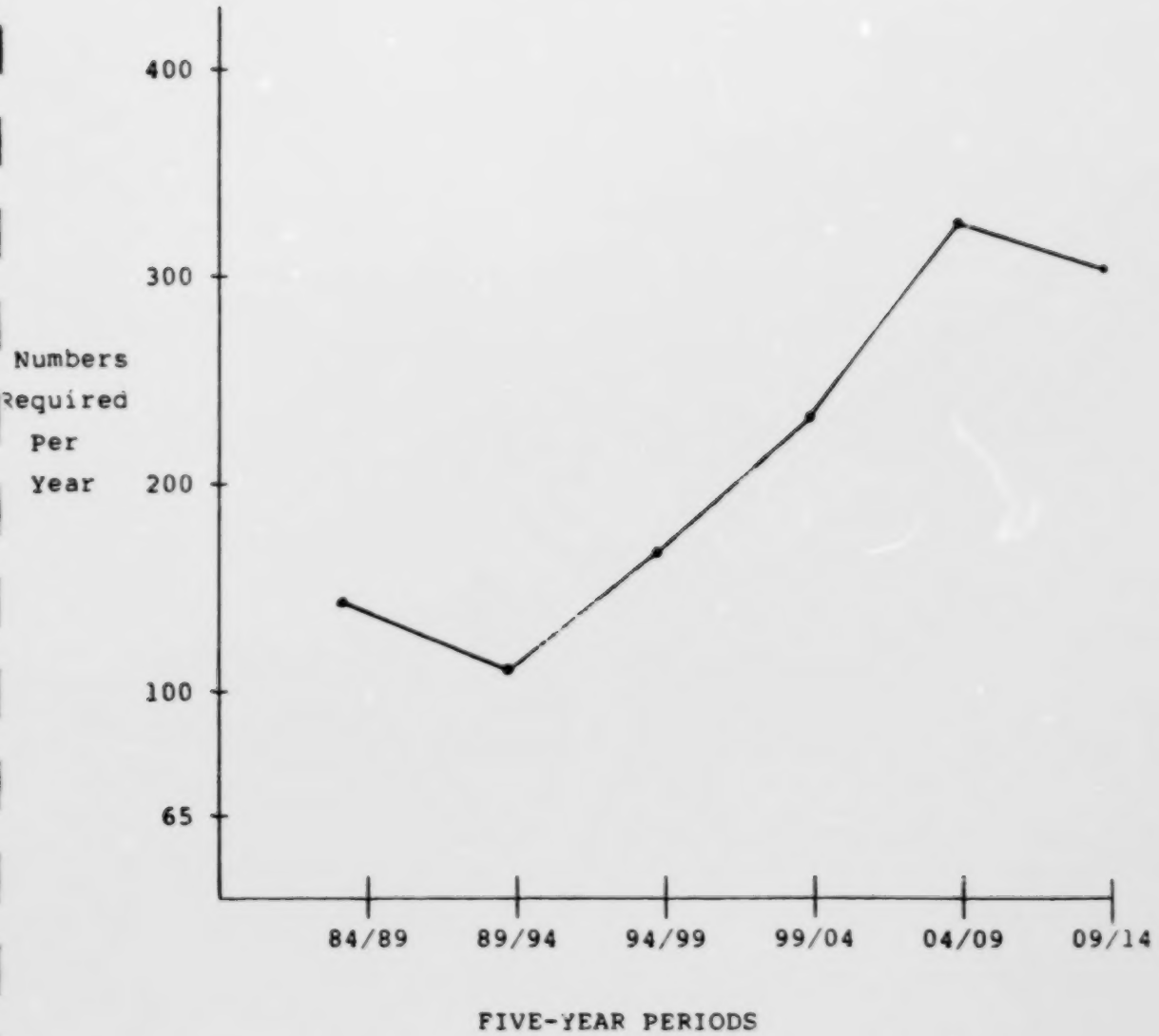
ATTRITION TRENDS

RETIREMENTS

	Median Age	Median Length of Service
Constables	56	30
Sergeants	54	30
Staff Sergeants	57	32
Inspectors/Staff Inspectors	56	32
Superintendents/Staff Superintendents	57	34

EXHIBIT 6

FIVE-YEAR ANNUALIZED MANPOWER REQUIREMENTS



This is paticularly crucial for the shorter term, say, for the upcoming five years. Statistics should be developed for each year, rather than the five-year annualized figures shown above.

If anything, the figures we suggest for the next five years may be somewhat conservative. It is possible that there will be more attrition than expected. There are several reasons for this prediction. Over the next five years, the largest age group currently within the MTP will become eligible, in terms of length of service, for promotion to sergeant. Naturally, given the large numbers, not all will be promoted and this may result in greater than expected attrition. As a minimum, it suggests that the Force will have to deal with increased employee dissatisfaction as a result of these career development issues. Another reason that the manpower projections may be low relates to the growth of the private security industry. This industry offers some employment possibilities for the ex-police officer and it could be logically predicted that more will opt for this career path, particularly if they experience career development problems in the MTP. Finally, of course, there is the general trend in society towards earlier retirement. If this affects the MTP, one would predict more retirements at younger ages.

The foregoing represents overall manpower requirements. With respect to minorities and women, manpower planning cannot take place until current numbers are determined, specifically for minorities. As outlined earlier, the MTP is hindered in this regard by the lack of a reliable informtaion base.

This is best overcome through a work force audit. There are different ways of conducting this audit, but the most cost-effective is to conduct a survey, at a single point in time, to determine numbers of minorities and women. This process will be approved by the Human Rights Commission and, indeed, their staff can provide guidance in its conduct. The most useful categorization of minorities, in this context, is the one commonly used by race relations professionals:

- Visible/Racial Minorities
  - Blacks
  - Native Canadians
  - Asians (Orientals)
  - South Asians
  - Southeast Asians
  - Latin Americans/South Americans
- Linguistic Minorities
  - Portuguese
  - Greek

- Italian

- Women.

As a result of this audit, the MTP will know it current status and be able to plan its minority and women manpower requirements in a rational manner.

CANDIDATE SPECIFICATIONS

We endorse the MTP mandatory specifications, or standards, with the following explanations and exclusions.

Good moral character and habits, a provision in the Police Act, is, in effect, measured by the assessment of the twenty Constable Performance Factors.

Ideally, all standards and CPFs should be job-related, to the extent possible. For some, such as driving ability, job-relatedness is self-evident. For others, it is not as clear. Job-relatedness can always be tested by undertaking a detailed and specific job analysis to determine, exactly, the minimum required standards. This represents a very expensive undertaking with questionable cost-benefit in the long run. We endorse the importance of job-relatedness but also believe that common sense, coupled with an excellent knowledge of policing, can, in many cases, be used to determine if a prerequisite is job-related.

It is reasonable to assume that all of the standards and CPFs are necessary prerequisites for effective policing. However, some changes to the established levels should be considered.

With respect to the issue of weight in proportion to height, we believe that it is an acceptable standard, but that it must be measured exclusively through percentage of body fat, not by personal judgement. Height/weight charts are also not appropriate as these can discriminate against certain body types. Measuring body fat is relatively easy and quite inexpensive.

At present, the average North American female has between 22% and 26% body fat, while the average male has 15% to 19%. These should not be interpreted as ideal or even acceptable levels of body fat, as being average in terms of an unfit population should not necessarily be viewed as satisfactory.

In contrast to these figures, athletes tend to have near optimal levels of body fat and these are considered to be between 14% and 18% for females and between 9% and 12% for males.

We do not subscribe to the notion that police candidates be required to have the same levels of body fat as athletes, nor would we endorse the North American norm. There are two possible ways to proceed. The MTP could work with a leading fitness authority or institution to determine acceptable body fat levels. Alternatively, or in addition, the Force could administer body fat measurements to a sample of serving officers who are acknowledged to have their weight in proportion to height. A percentage standard could then be readily developed. At the same time, the MTP should be prepared to deal with the question of why new members must meet these standards, while longer-serving members have no such requirement.

In terms of the visual acuity standards currently in place, they are slightly stricter in the MTP than for other Canadian forces. Moreover, they could be considered to be unfair in view of the fact that there are no standards established for "corrected" vision and because serving members need not meet these standards, which is the issue of job-relatedness again.

In the three other major forces surveyed, the commonly accepted standard is not less than 20/40 in one eye and 20/100 in the other eye, unaided. This must be correctable to 20/20 and 20/30, respectively. The uncorrected MTP standard is not less than 20/30 in both eyes and not less than 20/50 in one eye.

To our knowledge, no other Canadian or American forces have conducted job analyses to determine required visual acuity standards. It is reasonable, therefore, to suggest that the MTP standards could be lowered slightly without affecting the quality of policing services. Prior to implementing this change though, the Force should check with its legal advisors to determine the impact of such a change on officers giving testimony, that is, does the testimony become less credible?

There are two other medical areas which the MTP does not consider currently, but which may be important. These are field of vision and hearing acuity. Common sense suggests that both of these factors are important, but again, no job analyses have been performed to justify this. Initially, the MTP may want to set very liberal standards in these areas to ensure that only those with very serious tunnel vision or hearing impairment are disqualified.

In terms of physical fitness standards, the existing physical fitness test does not cover the range of elements that comprise overall physical fitness. The current test is basically one of strength and stamina but, in fact, overall physical fitness is made up of other elements such as flexibility, coordination, balance, etc.

The MTP does not claim that the current physical fitness test is job-related. Rather, it has been established to ensure a basic minimum level of fitness. Again, developing an empirically job-related physical fitness test is a very expensive undertaking. However, using a combination of common sense and the services of a physical fitness expert, the MTP can, and should, develop a test that covers the broader range of physical fitness elements.

At the same time, it would not be difficult to include tests that, at least superficially, are more related to the duties of a serving member. These might include:

- sprinting a short distance;
- getting up from a prone position and sprinting a short distance;
- scaling a small fence;
- dragging a body;
- carrying a stretcher;
- running up stairs; and
- pulling the trigger of a service revolver, repeatedly.

Developing standards for these tests can be done in the same manner as was suggested for the body fat measurement. Standards should be the same for males and females because they are job-related tasks.

These tests do not preclude a general physical fitness test, as well. As outlined above, it should cover more elements of general fitness including:

- strength;
- flexibility;
- cardiovascular endurance;
- balance;
- agility; and
- explosive power.

The MTP could work with a respected expert to develop these tests. Alternatively, "PARTICIPACTION" standards and norms could be employed with the expectation that candidates should,

at least, exceed the Canadian norm. This is a general test of physical fitness, based on the premise that fit employees perform better, have lower levels of absenteeism and that they are more able to deal with stress on the job. As it is a general measure of fitness, standards would differ for males and females.

Again, we must state that the MTP is in a potentially difficult situation when it requires entry level fitness standards, but no similar standards from currently serving members.

With respect to the desirable traits or attributes, the twenty Constable Performance Factors, these were empirically developed as a part of the 1981 study and we uncovered no evidence to indicate that they should change. We do recommend that each of the selection tools in the overall process be more closely related to these factors, and we address how this can be done, later in this chapter.

MINORITY RECRUITMENT

As outlined earlier in this report, there are no accurate statistics that currently reflect the numbers of visible or linguistic minorities in the MTP. It is essential that, prior to developing recruiting strategies, that a work force audit be conducted to determine current MTP status with respect to minorities.

Once the work force audit is completed, the Force will be in a position to determine desirable ratios of minorities and be able to set appropriate targets in terms of minority group recruiting.

Effective minority recruitment, though, depends upon much more than any specific technique undertaken by the MTP. Its success depends, to a large extent, on the image of policing as a career and of the MTP specifically. As outlined earlier, the general image of policing, as a career, is not a desirable one in most of the minority communities. The major obstacle, then, would be to improve the overall image of the MTP, but this is not an easy, or a short-term goal, to accomplish. Nor is it one that comes within the sole purview of the Employment Section. Image building is a function also of Community Relations, Public Affairs and the Ethnic Relations Unit. We believe that the Employment Section should work with these groups to coordinate overall image enhancement and that these groups, in turn, should work with the Employment Section in terms of specfic recruiting programs. Specifically, the Employment Section can work with other units to:

- publicize their specific minority recruitment plans;
- discuss the recruitment assistance that can be provided by these units;
- coordinate MTP initiatives in minority communities; and
- provide leadership in the recruiting function.

The MTP can consider several specific recruiting techniques that can be aimed at minority groups:

- print advertising;
- electronic advertising, e.g., television and radio;
- display advertising, e.g., billboards, bus shelter posters, etc.;
- high school presentations;
- campus recruiting;
- cooperative work terms - the process by which an individual combines academic training, at the university level, and four-month working terms with the MTP (a new concept for the Force);
- recruiting vans - mobile public relations vehicles that are set up in shopping centres, schoolyards, community centres, etc.;
- community group presentations;
- use of community role models - encouraging respected members of minority communities to participate in the MTP recruiting process;
- personal sourcing - efforts by the Employment Section staff to identify proactively and attract high-potential candidates in the minority communities, without outside assistance;
- mentoring/upgrading - the process by which current personnel who are affiliated with the MTP are encouraged to continue active involvement with the Force leading up to potential employment as a P.C. and/or upgrading their skills or qualifications so that they might qualify; and
- the use of current MTP members - encouraging serving members to refer potential candidates; a program that might

involve some formal recognition, for example, through the performance appraisal process.

The foregoing represents a wide variety of potential recruiting techniques. The potential effectiveness of each can be evaluated against several criteria. Techniques will have different appeal for different age groups of people or for visible minorities versus linguistic minorities and women. Finally, these techniques will have varying degrees of effectiveness depending on numerical recruiting targets. Exhibits 7, 8 and 9 reflect our analysis of the effectiveness of each of the foregoing techniques across the criteria mentioned.

In consolidating this analysis, it becomes evident that the optimum recruiting methods for the MTP, for the next five years, will include:

- high school presentations;
- community group presenations;
- campus recruiting;
- use of community role models; and
- mentoring/upgrading.

We believe the cooperative work terms may also be an effective means of recruiting, but it represents a program that would require significant change in the organization culture and even structure. The MTP has never attempted formal cooperative work term arrangements with universities, although it has done work placements with high school students. We believe the Force should consider the use of cooperative work terms over the longer term but, over the next five years, concentrate on the other techniques suggested above.

The first four of these attempt to attract candidates who are not currently connected with the MTP. The use of mentoring/ upgrading is an attempt to recruit those are currently affiliated with the Force through either the Auxiliary Police, the Parking Control Unit or summer student programs.

Below, we discuss these optimum recruiting methods in greater detail.

High School Presentations

The MTP has always been involved in high school presentations. This has involved recruiting officers appearing at high school career days, or at school assemblies, to make a presentation on MTP careers and subsequently answer questions. More recently, a

EXHIBIT 7

EFFECTIVENESS OF TECHNIQUES FOR DIFFERING AGE GROUPS

	20 - 25	25 - 30	30 - 40	+ 40
Print Advertising	·	·	·	·
Electronic Advertising	·	·	·	·
Display Advertising	·	·	·	·
High School Presentations	*	·	·	·
Campus Recruiting	*	o	·	·
Cooperative Work Terms	*	·	·	·
Recruiting Vans	o	·	·	·
Community Group Presentations	·	o	o	o
Use of Community Leaders	*	*	o	o
Personal Sourcing	·	·	·	·
Mentoring/Upgrading	*	*	o	o
Current MTP Members	·	·	·	·

* Particularly Effective
o Moderately Effective
· Limited Effectiveness

EXHIBIT 8

EFFECTIVENESS OF TECHNIQUES FOR MINORITY GROUPS/WOMEN

	Visible Minorities	Linguistic Minorities	Women
Print Advertising	·	·	·
Electronic Advertising	·	·	·
Display Advertising	·	·	·
High School Presentations	o	o	o
Campus Recruiting	o	o	o
Cooperative Work Terms	·	·	·
Recruiting Vans	·	·	·
Community Group Presentations	o	o	N/A
Use of Community Leaders	*	*	N/A
Personal Sourcing	·	·	·
Mentoring/Upgrading	*	*	*
Current MTP Members	·	·	·

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* Particularly Effective
o Moderately Effective
· Limited Effectiveness

EXHIBIT 9

EFFECTIVENESS OF TECHNIQUES FOR VARIOUS RECRUITMENT TARGETS

	Low Recruiting Less than 250 Positions Open	Moderate Recruiting 250 - 750 Positions Open	Heavy Recruiting + 750 Positions Open
Print Advertising	·	·	o
Electronic Advertising	·	·	o
Display Advertising	·	·	o
High School Presentations	o	o	·
Campus Recruiting	o	·	·
Cooperative Work Terms	o	·	·
Recruiting Vans	X	·	o
Community Group Presentations	o	o	·
Use of Community Leaders	*	o	o
Personal Sourcing	o	·	·
Mentoring/Upgrading	*	o	·
Current MTP Members	·	·	·

* Particularly Effective
o Moderately Effective
· Limited Effectiveness

video-tape presentation has been prepared to assist in these efforts. It is a good presentation and its use should be continued.

We strongly endorse the ongoing use of high school presentations, but believe that more effort should be directed, in these presentations to obtaining the names of individuals who might be interested in receiving further information. This will assist the recruiting officers in terms of follow-up activities directed at interested minority group members. Moreover, the visits should be targeted to schools with significant minority enrolment.

Specifically, two methods can be used. Reply cards can be distributed to the audience, on which the potential candidate indicates interest in receiving more information about a police career. This list of names, addresses and telephone numbers can be used by the recruiting officers to follow up on potential candidates and encourage them to make formal application. Alternatively, the recruiting officer at the high school can take the particular details of the individuals who approach him/her after the presentation. Approaching the recruiter after a presentation, is an indication of interest in itself. The Force can capitalize on this interest through effective follow-up.

It should be noted that, at the present time, only those who are 21 years of age can become Police Constables. High school presentations will be an effective technique only if the Police Cadet program, or some equivalent, continues. Naturally, the equivalent program would have a lower age limit of 18, for high school presentations to be effective. If the minimum age for all programs becomes 21, high school presentations will become a less effective technique. It can still be used though to provide information to young people on police careers and to offer them information on how to prepare themselves (e.g., community college, steady employment, etc.) until they turn 21.

In conjunction with high school presentations, the recruiting officers should ensure that each targeted school has ample publicity material, including reply cards that pertain to an MTP career. Many students come into a guidance office looking for further information on careers.

Community Group Presentations

Providing presentations to minority community groups is another high-yield undertaking in terms of sourcing minority recruits. These can, and should, be held in conjunction with other community relations activities that the Force conducts. A brief recruiting presentation combined with another topic, offered by another section of the MTP for example, can be very effective.

The mechanics of the process and any follow-up required would be similar to that proposed for high school presentations.

This technique will be most effective in terms of attracting older candidates.

Campus Recruiting

Most university campuses and community colleges have the facilities to permit on-site recruiting. In fact, most make it very easy to recruit by providing the interested organization with:

- interview facilities;
- student resumés, with a pre-screening capability; and
- professor/teacher references on students.

Naturally, the law and security administration courses at Ontario community colleges are ideal target audiences. In addition however, there are a large number of general arts and science graduates from universities who could make ideal candidates for police careers. They tend to be older and more mature, on average, and have the general background necessary to succeed in a policing career. Prior to the on-campus recruiting of these graduates though, the MTP will have to ensure that these people are aware that policing is available as a career option. Most do not know that this is possible. This can involve campus presentations to university graduates, at a higher level than, but not unlike, high school presentations.

Universities and colleges are most cooperative in permitting organizations access to their recruiting facilities and programs.

In the past, the Force has not made an effective use of this recruiting technique. It is an easy, and low-cost, recruiting option that should be developed further in the short term.

Community Role Models

During the course of our interviews we met with some, and heard of several other, community role models who are influential in the various Metropolitan Toronto minority communities. These people include community club leaders, social group leaders, teachers, sports team coaches and the like.

The MTP should immediately begin a process of identifying these role models and ascertaining their willingness to participate in Force recruiting efforts. Based on our interview sample, these individuals would be more than willing to cooperate and, without

question, they could offer a very valuable service, not to mention the general goodwill this could create in minority communities.

It will be necessary to allow these people to become closely involved in the recruiting process. This will include:

- giving them specific details with respect to the types of individuals who are required by the Force;
- sharing with these individuals specific recruiting targets and the strategies currently being employed;
- carefully explaining the standards and the selection process;
- possibly providing some training to these individuals; and
- encouraging a very close working relationship, in order to assist these individuals and to monitor their progress.

In terms of minority group targeting, this option offers the most significant potential for success. However, it is an option that will take time to develop.

Mentoring/Upgrading

The MTP has a relatively large group of "non-uniformed" personnel which conceivably could be tapped in terms of its potential to provide suitable P.C. candidates. This includes:

- Parking Control Officers;
- Auxiliary Police; and
- the summer student work force.

The essential appeal of generating candidates from this group rests in the fact that the individuals have demonstrated, at least, some commitment to the profession and, moreover, their performance and potential can be assessed quite readily.

To implement this recruiting technique, the Force will have to audit these work groups to identify potential minority group candidates and their standing opposite MTP standards. If deficiencies exist in the areas of physical fitness and/or education (the two most likely areas), remedial programs can be developed to upgrade otherwise high-potential individuals to meet these standards.

Mentoring is the process through which the Employment Section actively tracks and encourages individuals from these groups in

their pursuit of becoming a P.C. With respect to summer students, high-potential candidates can be encouraged to re-apply for summer work on a yearly basis to ensure the contact is maintained. Mentoring, though, also applies to members of the auxiliary force or to the parking control officers if they are undergoing upgrading programs. The Force can monitor progress within these programs and offer encouragement and direction as necessary.

The essential appeal of this recruiting option is that it allows the Force to target carefully its recruiting effort to only those candidates who have demonstrated potential in terms of their current duties with the MTP. As such, it will turn out to be a highly cost-efficient method with excellent long-term paybacks. Moreover, it should help the motivation of the summer students and Parking Control Officers, particularly if they know that the possibility of a police career is, at least in part, dependent on continued good performance in the job they now hold.

Related Issues

The Force's recruiting literature conveys adequately the information required by a potential candidate, but it could be presented much more attractively and professionally.

Responsibility and accountability for each of the recruiting efforts, suggested above, should be assigned to a single member of the Employment Section. That is not to say, for example, that only one individual would conduct high school or community presentations. These could be conducted by any member of the Force, particularly a member of a minority group who is representative of the audience. Overall program responsibility, though, continues to rest with one member of the Employment Section.

Finally, as recruiting is inextricably tied to the image of the Force and because all members represent the MTP in the minority communities, we endorse the multicultural training currently afforded to new members and suggest that its depth and focus be reviewed opposite the new directions suggested in this report.

PERSONNEL SELECTION

The proposed personnel selection system was developed in order to:

- overcome the weaknesses inherent in the current system;
- conform to existing legislative requirements;

- measure, as adequately as possible, all of the MTP standards and CPFs;
- ensure that the process did not discriminate against any minority group or women; and
- be as cost-effective as possible.

Exhibit 10 represents a flow chart of the recommended personnel selection process. This process has several key features.

It is a hurdle process wherein candidates must meet a minimum standard at each step prior to proceeding to the next. The process, though, also offers remedial programs for candidates who do not achieve standards at any particular step, for example, in the area of fitness or education. Each step is closely related to the MTP standards and/or the twenty Constable Performance Factors and reports will be generated opposite these factors. Exhibit 11 reflects each selection step and the standards and CPF's they measure. Finally, these steps are ordered so that those with the greatest discriminative power between acceptable and unacceptable candidates, and those that are least costly to administer, are conducted during an early point in the overall process.

The proposed system differs from the existing personnel selection system in the following ways:

- age is no longer a factor, although the minimum age of 21, the current standard, is retained;
- height is removed as a differential factor but a job-related physical fitness test ensures basic physical capabilities;
- police-related and general achievement tests are included;
- the essay requirement, the spelling test and General Aptitude Test Battery will be replaced once the achievement tests have been developed;
- the interview process now involves more reliable multiple interviews in a more structured interview format;
- an appraisal of personal qualities, based on the subject's reactions to police-related scenarios is included;
- clinical interviews become a part of the psychological appraisal process; and

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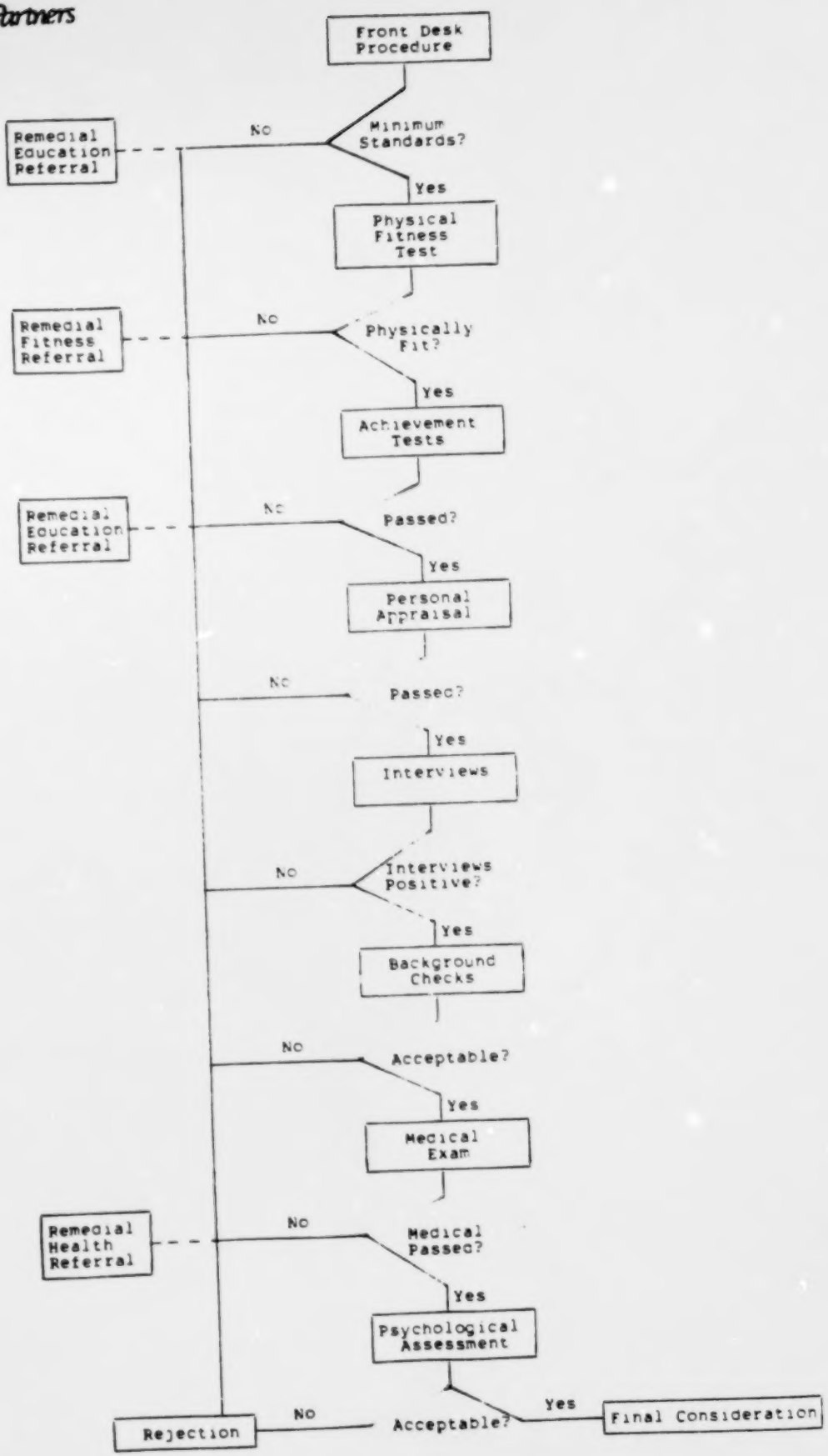


MATRIX OF STANDARDS/PERFORMANCE FACTORS OPPOSITE SELECTION STEPS

	FRONT DESK PROCEDURES		Physical Fitness Test/ Body Fat Measurement	Achievement Test	Personal Appraisal	Personal Interview
	Application Form/ Documents	Vision Test				
STANDARDS						
Minimum Age	X					
Citizenship/Immigration	X					
Minimum Education	X			X		
Good Health			X			
Weight/Height Proportion			X			
Drivers License	X					
Visual Acuity		X				
Visual Field		X				
Colour Vision		X				
CONSTABLE PERFORMANCE FACTORS						
Performance Under Pressure						X
Appearance						X
Organization						X
Common Sense/Good Judgement					X	X
Flexibility						X
Motivation/Initiative				X		X
Observation/Memory Skills				X	X	
Dependability/Reliability						X
Dominance/Leadership					X	X
Public Service-orientation Cooperation					X	X
Job Appreciation				X	X	X
Integrity/Honesty					X	X
Self Control					X	X
Adherence to Authority						X
Interpersonal/Sensitivity						X
Physical Ability/Health			X			
Ability to Operate Auto						
Learning Ability				X		
Communications Skills				X		X
Maturity/Responsibility					X	X

MATRIX OF STANDARDS/PERFORMANCE FACTORS OPPOSITE SELECTION STEPS

	BACKGROUND CHECKS					
	Employment	Personal & Residence	Schools	Credit	Medical Exam	Psych Assessment
STANDARDS						
Minimum Age						
Citizenship/Immigration						
Minimum Education			X			
Good Health	X				X	
Weight/Height Proportion						
Drivers License						
Visual Acuity						
Visual Field						
Colour Vision						
CONSTABLE PERFORMANCE FACTORS						
Performance Under Pressure	X					
Appearance		X				
Organization	X	X	X			X
Common Sense/Good Judgement	X	X		X		
Flexibility	X					X
Motivation/Initiative	X	X	X			
Observation/Memory Skills						
Dependability/Reliability	X	X	X	X		X
Dominance/Leadership	X	X	X			X
Public Service-orientation/Cooperation	X		X			
Job Appreciation						
Integrity/Honesty	X	X	X	X		
Self Control	X	X	X			X
Adherence to Authority	X	X	X			X
Interpersonal/Sensitivity	X	X	X			
Physical Ability/Health						
Ability to Operate Auto						
Learning Ability	X		X			
Communications Skills	X		X			
Maturity/Responsibility	X	X	X	X		X

- the physical fitness test is enhanced.

Below, we describe each selection step in the order in which it occurs.

Front Desk Procedures

The candidate is given an application form and asked to complete it, either on-site or at home. In any event, when the completed form is returned, the applicant must also produce the necessary supporting documentation, e.g., current driver's license, birth certificate if there is some doubt about the person being 21, proof of immigration status (if applicable), and proof of education.

The application form currently used violates the Human Rights Code. The draft application form, developed last year by the Employment Section, but never approved, appears to meet all Human Rights criteria. In fact, even more can be asked of the applicant. An excellent booklet developed by the Ontario Human Rights Commission entitled Employment Application Forms and Interviews (Order Number: 25M/7/84 Reprint) can be consulted to finalize re-design of the form. In addition, we recommend that the MTP review the new form with the Human Rights Commission prior to using it.

At this time, the candidate may also be given the vision and hearing tests. Alternatively, this may be done at a later date when the application form is returned. The current "orthorater" is old and reportedly unreliable. It should be replaced.

Prior to the candidate's departure, an information booklet on the physical fitness test will be provided. This booklet should outline the contents of the test, the standards expected and suggestions as to how to prepare. Individuals will continue to sign a waiver form prior to taking a physical fitness test but the information booklet should suggest also, in the strongest possible terms, that the candidate consult the family physician to obtain medical approval prior to participating in the physical fitness test.

Finally, the candidate is also given the Hoffmann-LaRoche medical history form for completion and submission. This form, when completed, is passed to the MTP Medical Officer, who can readily scan it for any potential conditions that may affect the candidate's performance on the physical fitness test. It should be ensured that all such candidates have received medical approval, from a family physician, prior to participating in the test.

The standards assessed during this step include:

- minimum age;
- citizenship/immigration status;
- education;
- driver's license;
- visual acuity;
- hearing acuity;
- visual field; and
- colour vision.

This step assesses exclusively standards and, therefore, each must be met. Candidates can be rejected at this step, if they fail to meet any of the standards. At this point in the process, the applicants should be told why they were rejected. If it was for lack of educational qualifications, the Force can display considerable goodwill by preparing packages to be distributed to such candidates to help them achieve appropriate standards. This can include information on available programs of educational upgrading. The package can simply be a booklet that outlines how, where and when a candidate can enrol in the various education upgrading programs available in and around Metropolitan Toronto.

Physical Fitness Tests

Prior to taking the physical fitness tests, the individual will have signed a waiver and/or visited his family physician in order to receive authority to proceed with the test. Additionally, the MTP doctor will have screened the medical history form submitted by the individual with a view to identifying high-risk candidates, candidates who should be compelled to undergo medical examination prior to completing the tests.

Initially, candidates should be administered a test of body fat, for which a standard will have been established. This is most cost-effectively accomplished through the technique of skinfold measurements.

The physical fitness tests should be re-vamped, as discussed earlier in the section dealing with Candidate Specifications.

It will continue to be conducted at the C.O. Bick College. Depending on the numbers tested, and the tests involved, the

overall examination time may require as much as one-half day. We recommend that the MTP have some flexibility in making evening sessions available to applicants where day-time testing is an obstacle because of their employment situations.

Performance criteria for each of the tests, and for overall physical fitness, will have to be developed in conjunction with the experts which the MTP employs to develop the tests themselves. As a minimum though for the general fitness examination, we suggest the standards be established at the 60th percentile for the Canadian population.

Individuals who do not meet the physical fitness standards will be rejected, but we suggest that a package be prepared to give to unsuccessful candidates. Its aim will be to help these individuals achieve the physical fitness standards, through a carefully regulated program of physical fitness training, under family medical supervision.

Achievement Tests

We suggest that a two-part achievement test be developed. Part 1 should cover spelling, vocabulary, English grammar, English composition, and mathematics at the Grade 12 level. This, of course, is the entry level standard and this test will help ensure that all new P.C.'s can perform these basic skills at this level. A Grade 12 certificate is not necessarily evidence of this. This test should be developed internally based on the demands of a police constable's job in terms of dealing with the public, writing reports, etc. If the MTP wishes to purchase such a test, the Canadian Test of Basic Skills is an instrument that was developed and validated in Canada. If a test is purchased, organizationally-relevant norms will have to be established. A final alternative would be to investigate the possibility of using a test that has already been developed by other Canadian police forces.

The second part of the test would be a "pure knowledge" examination. Candidates would be given background study material and would be asked to write an examination that might include knowledge of police forms, accident investigation formulae, first aid procedures, police response policies, the Highway Traffic Act, etc. Naturally, all candidates would be given the same study package and be allowed as much time as they wished to prepare for this examination. These tests would be more job related than the current tests and they provide basic information on how the candidate can operate, from a skill perspective, in a police milieu. They also measure learning ability.

These examinations could be conducted at the C.O. Bick College and, depending on exactly the form and nature of the test developed, will likely take two or three hours to administer.

These tests should be given in combination with the personal appraisal, which is discussed next, and the psychological tests which will be scored and interpreted later. Again, evening sessions could be scheduled for those who are currently employed, where necessary.

This test measures communication skills, learning ability and motivation, the latter two because the candidate personally prepares for the second part of the test.

While these tests are being developed or purchased, continue to use the G.A.T.B. to measure learning ability, the essays and spelling test to assess communications skills, but it is important to ensure that the essays are scored more objectively.

Candidates who do not meet the standards would be rejected at this point with a possible remedial education referral, if the results indicate problems in this area. Parallel forms of the test should be developed to handle situations where applicants re-apply.

Personal Appraisal

The personal appraisal is an attempt to overcome the liability in the current system, that so many of the twenty Constable Performance Factors are only measured through the single interview that takes place. The personal appraisal involves having an applicant watch a video tape of scenes and subsequently answer a set of written questions. The scenes can be police related. For example, for a test of memory/ observation skills, the candidates can watch a crime being committed and then be asked to remember details of the crime scene. If a scene is being used to measure common sense or good judgement, the candidates could watch a purse snatching and assault taking place, with a suspect fleeing. Candidates could be asked whether they would chase the suspect, tend to the injured or whatever.

The test could take place at the C.O. Bick College in conjunction with the achievement test and the psychological test.

Depending on the scenarios used, these tests could assess:

- common sense/good judgement;
- observation skills/memory;
- dominance/leadership;
- public service orientation/cooperation;
- job appreciation;
- integrity/honesty;
- self control; and

- maturity/responsibility.

Scoring criteria will have to be developed for each of the scenarios used, depending on which particular tests are developed and which factors are assessed.

If a candidate does not pass these tests, he/she is rejected but re-application should be possible after six months, if the candidate has demonstrated high potential up to that point in the process. Again, parallel forms of the test should be developed.

Interviews

The overall process will include two structured and separate interviews. Attached as Appendix B is a sample of questions that can be used in the structured interview sessions. The purpose of developing a set of standard questions for use in the structured interview is not to remove all elements of discretion from the interviewer. It is an attempt to develop a common format to ensure consistency across different interviewers, thus affording every candidate an equal chance. It offers the opportunity to compare ratings of a single candidate across similar dimensions, thereby resulting in a more reliable assessment.

Interviewers will not be bound to a structured set of questions. They will have to probe for further information, as required and they will still exercise judgement, particularly in interpreting responses and making assessments for each of the CPFs.

Interviews will take place in the Employment Office and each of the two will take approximately one hour.

The following factors will be assessed during the interviews:

- appearance;
- organization;
- common sense/good judgement;
- motivation/initiative;
- dependability/reliability;
- dominance/leadership;
- public service orientation/cooperation;
- job appreciation;
- integrity/honesty;
- self control;
- adherence to authority;
- communication skills; and
- maturity/responsibility.

After the interviews, candidates will be rated independently by the two interviewers and judged to be acceptable or unacceptable

on each of the performance factors. Unacceptable ratings on any single factor will have to be substantiated thoroughly and, depending on the severity of the deficiency, might cause basic rejection of the applicant. Where there is disagreement on the acceptability of candidates, the case should be referred to the Inspector of the Employment Section. This individual should meet with the two interviewers to assess and decide on the difference of opinion. This process should only take place if the interviewers disagree on the accept/reject decision, not if they simply disagree on the level of acceptability.

Training will be mandatory for the interviewers in terms of conducting the structured interviews and assessing the factors under consideration.

Candidates can be rejected at this step or processed further to the background checks.

Background Checks

References should be checked with at least two recent former employers. In addition, the most recent educational institute should be contacted, if the candidate is a recent student. Residence checks at the candidate's home and with neighbours will continue. Personal references should be checked by telephone only and the credit check should be conducted as is now the case.

All of the employment, educational and personal references, together with the residence check, should be much more structured than has been the case in the past and they should relate directly to the relevant CPFs. Employment references should be encouraged to comment on and provide concrete examples of:

- performance under pressure;
- organization;
- common sense/good judgement;
- flexibility;
- motivation/initiative;
- dependability/reliability;
- dominance/leadership;
- public service orientation/cooperation;
- integrity/honesty;
- self control;
- adherence to authority;
- inter-personal sensitivity;
- learning ability;
- communication skills; and
- maturity/responsibility.

If school was recently completed, guidance counsellors and/or teachers should be asked to comment on:

- organization;
- motivation/initiative;
- dependability/reliability;
- dominance/leadership;
- public service orientation/cooperation;
- integrity/honesty;
- self control;
- adherence to authority;
- inter-personal sensitivity;
- learning ability;
- communication skills; and
- maturity/responsibility.

These background checks can be conducted by telephone in order to save time but, if resources permit, a visit with at least one former employer is encouraged.

Personal references and the residence checks can provide information on:

- appearance;
- organization;
- common sense/good judgement;
- motivation/initiative;
- dependability/reliability;
- dominance/leadership;
- integrity/honesty;
- self-control;
- adherence to authority;
- interpersonal sensitivity; and
- maturity/responsibility.

Additional training will be required for the background investigators given that the focus of these checks will be much more oriented toward the twenty Constable Performance Factors than has been the case in the past.

Based on the results of this step, the candidate is either rejected or moved on to the medical examination.

Medical Examination

Candidates will already have completed the Hoffmann-LaRoche medical background form and, consequently, the overall medical will be much easier to perform. We strongly recommend the use of the Medical Screening Manual for California Law Enforcement, easily the most thorough and well-researched set of standards of its kind.

The medical examination will continue to take place at the Employment Office and, naturally, will tap physical ability and health.

The medical examination represents an accept/reject decision point.

Psychological Assessment

Every candidate who reaches this stage will have already completed the Minnesota Multiphasic Personality Inventory and the California Psychological Inventory. These tests will now be scored by the psychologist and candidates will undergo a clinical interview, of approximately one hour's length, with a registered psychologist. Assessing pathology is not possible through a simple examination of these test scores. A proper clinical interview is a mandatory addition.

The psychologist should submit a report on any pathologies that may be present in the candidate that may disqualify him/her from police service. In addition, the psychologist can comment on the CPFs that are related to certain of the scales in the CPI.

Final Candidate Selection Decision

All acceptable candidates will have scores opposite each of the Constable Performance Factors which will have been assessed with a variety of tools outlined above. The final selection decision should be determined by:

- the needs of the MTP in terms of the types of Police Constables required;
- those with the highest potential; and
- with all other things being equal, the earliest application date.

The actual selection of constable candidates should be made by a group after the highest potential candidates have had their files thoroughly reviewed. This group should include the Inspector in charge of the Employment Section, at least one of the two interviewers, the background investigator, the doctor if medical issues bear on the decision, and the recruiter, if there was one specific individual responsible responsible for the candidate's application.

Candidate Assessments and Reporting

All of the personnel selection steps now relate to one or more MTP standards and/or Constable Performance Factors. Reports generated from each of the selection steps should reflect an accept/reject decision when it comes to standards or an assessment of potential when it comes to the CPFs. We recommend the assessment of potential be rated under four categories:

- unacceptable;
- marginal;
- good; and
- outstanding.

Naturally, individual files will be kept for each applicant to the Force. These files should be organized so that all the scores from the various selection steps can be compiled along the dimensions of the standards or CPFs. That is to say, the candidate's file should reflect all of his/her scores on common sense/good judgement in one part of the file, all the scores on integrity/honesty in one part of the file, etc.

In general terms, the following definitions would apply to each of the four categories of assessment. "Outstanding" reflects traits and abilities significantly above the norm of the applicant group, the presence of which almost certainly guarantees the individual success as a P.C. An assessment of "Good" indicates strong potential to perform as a P.C., with traits and abilities above the norm of the applicant group, but for whom there will be some areas where improvement can be realized. A rating of "Marginal" is barely acceptable and, although the individual might succeed as a P.C., he/she would not be selected unless a special skill, that was required by the Force, was present or if selection targets were so high that large numbers of people were required. Naturally, unacceptable candidates would not have the traits and abilities required for selection under any circumstances.

Below, we describe how the scoring and reporting process would work for a typical applicant.

The front desk procedures essentially measure standards for which there is no judgement required. The candidate is either accepted or rejected.

As the new physical fitness tests are developed, performance scoring keys can be developed as well, to classify the individuals who are successful as marginal, good or outstanding.

Similarly, on the achievement and personal appraisal tests, the scores could correspond to the three levels of potential.

For the interview, interviewers will be required to assess the candidate for each of the CPFs under consideration and prepare short notes justifying each rating. Similarly, the background checks will result in ratings along each of the CPFs measured, again with brief notes submitted to substantiate these ratings.

As a result, the information that enters a candidate's file from the interview and the background checks will be essentially identical in format.

The medical examination results in an accept/reject decision only, but the psychological assessment, in addition to being an accept/reject decision, will also be able to provide assessments along certain of the CPFs. These scores should be classified, by the psychologist, as representing marginal, good or outstanding potential as a Police Constable.

When the final Selection Committee meets, they will be able to analyze candidate files along each of the Constable Performance Factors. They will have multiple ratings for each factor and thus will be able to determine the consistency of the ratings across the various steps in the selection process.

We do not suggest differential weighting for the twenty CPFs, but rather suggest that the Selection Committee compare the strengths and weaknesses of candidates overall, prior to making their final selection decisions.

EVALUATION

In this context, evaluation refers to the overall recruiting and selection process. Only through a carefully planned evaluation program can the process be assessed and improved accordingly.

The essence of evaluatirg a recruiting program is assessing performance against targets or plans. This has not taken place in the past. There have been targets for selection, the numbers that are admitted to the Force.

In 1983, over 3300 prospective candidates asked for information at the Employment Office. Fifty-eight entered the Cadet program, no P.C.'s were hired. This large number of "applicants", including substantial numbers of women, came forward with little overt recruiting taking place. Two implications should be noted.

The large number of walk-ins suggests that the MTP need do very little recruiting oriented toward the general population. The numbers are there! In turn, this suggests that the recruiting effort can be focused much more carefully, toward minority groups, in view of the MTP's desire to attract more of these individuals to the Force.

It is difficult to determine the exact numbers that should be recruited, or selected for that matter. However, if the success of minority recruitment campaigns is to be assessed, certain targets should be established in order to monitor performance and results.

The effective management of the overall employment fucntion requires quantification of targets in order to assess progress, to evaluate recruiting programs and selection steps and to plan

future endeavours. With only general goals, as opposed to specific targets, evaluation becomes much more subjective and open to criticism.

There is no commonly accepted formula for establishing employment targets, although there are several suggested methods. Many organizations that have used these methods, though, have found them time-consuming and overly complex. Experience has shown that good judgement, coupled with a commitment to minority hiring is the best guide in establishing targets. However, if the MTP wishes to use these methods, we suggest contacting the Ontario Women's Directorate for guidance and direction.

In setting targets, several factors must be taken into consideration:

- the number of vacancies;
- the MTP must display its intentions clearly by establishing a target that is meaningful, one that does not simply suggest tokenism;
- the target must be achieveable - there must be adequate numbers of qualified minorities available to fill the target vacancies, and adequate resources to target these people; and
- the target must be reasonable - it should not be so large so as to compel the MTP to accept other than the highest potential candidates.

Unfortunately, the current MTP information base provides no accurate insights into how many minorities comprised the applicant base in the past and, further, how many of these were fully qualified. This problem will be overcome, in time, if the Force begins collecting the information on recruits that we suggest in the following section.

Considering this current lack of information, and the change in focus this report recommends, we suggest that the MTP set reasonable targets for the next two years, and then, based on better management information, evaluate these targets. The Force must ensure that it strives to demonstrably improve minority recruitment and selection through the techniques suggested earlier.

In terms of the specific evaluation of recruiting plans then, as opposed to the selection targets, the following can be used;

- the numbers that come forward asking for information;
- numbers of applicants - an applicant should be defined as someone who completes an application form as opposed to someone who just asks for information;
- numbers applying as a result of the various techniques employed;
- proportions of minority applicants;
- in terms of efficiency, the dollars spent per applicant through each process; and
- in terms of economy, the actual dollars spent and staff resources employed.

In terms of the selection system, perhaps the most relevant question one should ask about any selection system is simply, does it actually work to select the best performers for the job? When the answer to this question is yes, the system is said to be valid. The method which is used to provide evidence toward this end is sophisticated.

In designing a selection system, the objective is to develop a means of identifying, within a given group of applicants, those individuals who possess the qualities, skills, education, etc. which are necessary to properly perform the job in question. We want to ensure that those who fail or do poorly in the selection tests, would likely fail or poorly perform on the job, and those who pass or excel in the selection tests, would be highly likely to excel in job performance. The simplest and most logically sound method of establishing this is to put all applicants through the selection tests, hire everyone regardless of scores, and, at some later point in time, determine to what extent these scores correlate with ratings of job performance. Naturally, this is not feasible.

The attempt, then, is to establish the validity of the selection device within the appropriate constraints. Essentially, this means that information will be collected and analyzed only for successful applicants.

The validation procedure will assume two things. Firstly, that the ability of the selection system to measure any given applicant does not vary from one day to the next and secondly, that all applicants are measured in the same manner. We have recommended a selection system that meets these assumptions, for example, through the use of structured interviews. Having set these two criteria then, the global question of "does the system work?" is approached through the correlation of applicants' selection scores with their job performance scores. Still, a

more detailed and cost-effective question which should be posed is which particular part of the selection system is most effective in predicting job performance? The answer to this is approached through an exercise which essentially entails collecting the applicant's scores at each stage of the selection process and then statistically determining their relationship to later performance on the job.

The resulting information obtained from this statistical analysis will aid in determining the return being gained for the cost input of each component in the system. In turn, the system can be modified as necessary to be more cost-effective.

Implicit in any validation procedure is the assumption that the device which measures on-the-job performance is sensitive, accurate and properly used. A performance appraisal system which rates everyone as average or good will reveal nothing about the sensitivity of the selection system. In fact, such an appraisal system renders any selection validation procedure futile. The MTP can get around this problem by designing forced-choice performance appraisal systems for new P.C.'s.

There are other elements in the evaluation process. The interviewers should be evaluated to ensure that high procedural standards are being maintained and to identify further interviewer training requirements. Similar quality control procedures can be applied for the background investigators. Monitoring processes can be established to ensure that front desk personnel are displaying appropriate levels of interest and concern for applicants.

If of all these checks are in place, the integrity of the selection system is less likely to be questioned.

INFORMATION REQUIREMENTS

In order to plan, organize, control and evaluate the overall employment function, much more information must be gathered, retained and systematically analyzed. Below, we list the information requirements for the manpower planning, recruiting and selection elements of the overall system, that will permit effective evaluation.

Manpower Planning

In order to conduct effective manpower planning, the Employment Section will have to have information on:

- MTP turnover statistics;
- retirements;

- new hires; and
- a break down of serving Force members by rank, age and years of experience.

Recruiting

Information will have to be gathered surrounding the principal recruiting methods that are employed by the MTP. With respect to high school and community presentations, this will include:

- names and locations of schools/groups contacted;
- names and locations of schools/groups actually visited;
- ethnic/racial mixes of the audience;
- names of the presenting officers;
- nature of presentation;
- duration;
- visual aids used;
- cost of the effort; and
- the name of the contact person in the school or group.

In terms of results from each presentation, records should be kept that detail:

- the numbers of personal contacts made immediately after the presentation;
- amount of printed materials handed out;
- the number of people attending the presentation;
- the number requesting additional information; and
- the names, addresses and telephone numbers of interested people, for later follow up.

The application form should also contain some indication of where the individual received information about the MTP to enable an evaluation of the various techniques.

In terms of campus recruiting, much of the same information can be obtained, However, as campus recruiting often involves the pre-screening of resumés, more demographic data on those expressing interest can be obtained. This information might include age, sex, university major or discipline, as well as racial and ethnic data.

In terms of community role models, information should be kept on:

- name of the individual used;
- his/her affiliation;

- names of all contacts that are referred by the individual;
- amount of time spent with the person;
- information passed to him/her; and
- the results from that leader such as the contacts made, numbers of people recruited, and numbers of successful applicants.

In terms of the mentoring/upgrading program, we suggest an audit of the current PCO, summer student and auxiliary force ranks to determine the numbers of potential candidates and the upgrading programs that would be involved to render them eligible for service as a P.C. Other information that will be gathered will include:

- cost of training programs;
- assessment of program effectiveness;
- relative success based on number of successful trainees; and
- costs associated with the program.

Basically, each individual's progress will be tracked and analyzed to determine the effectiveness of the various efforts that are made to upgrade individuals or encourage them to apply for the MTP.

With respect to the selection process, the following information should be gathered as a result of the front desk procedures. Data will be required from all individuals who ask for and/or complete an application form. Upon being given an application form, the individuals should be asked to record their name, address and telephone number in a book, as is now the case, and the front desk administrator should record whether the individual was a woman and/or a member of a visible minority.

All further information required will be available on the application form when it is returned.

As individuals proceed through the selection process, detailed scores must be kept on all aspects of the process and matched up with their background demographics. In this manner, all candidates, but specifically minorities and women, can be tracked to determine the fairness of the selection system.

STRATEGY FOR IMPLEMENTATION

Within this report, we have suggested many changes, primarily to the recruiting process, but also to the selection system. Inherent in these changes is the need to develop certain selection instruments and standards and remedial packages. Accordingly, it will be necessary to keep the existing system intact until these development efforts are completed.

Another initial step, which can be completed very quickly, relates to the refining of the MTP application form. It currently directly contravenes several elements of the Human Rights Code and, because of the public visibility of application forms, it simply reinforces the notion that the MTP is discriminating against minority groups. It should be changed as soon as possible, according to the guidelines we have suggested, and cleared with the Human Rights Commission.

In fact, we advocate working with the Human Rights Commission throughout the implementation process. Rather than performing an enforcement role, the staff prefer to work with organizations to ensure that their systems meet the letter and spirit of the law. The assistance is provided at no charge and can only help the implementation efforts.

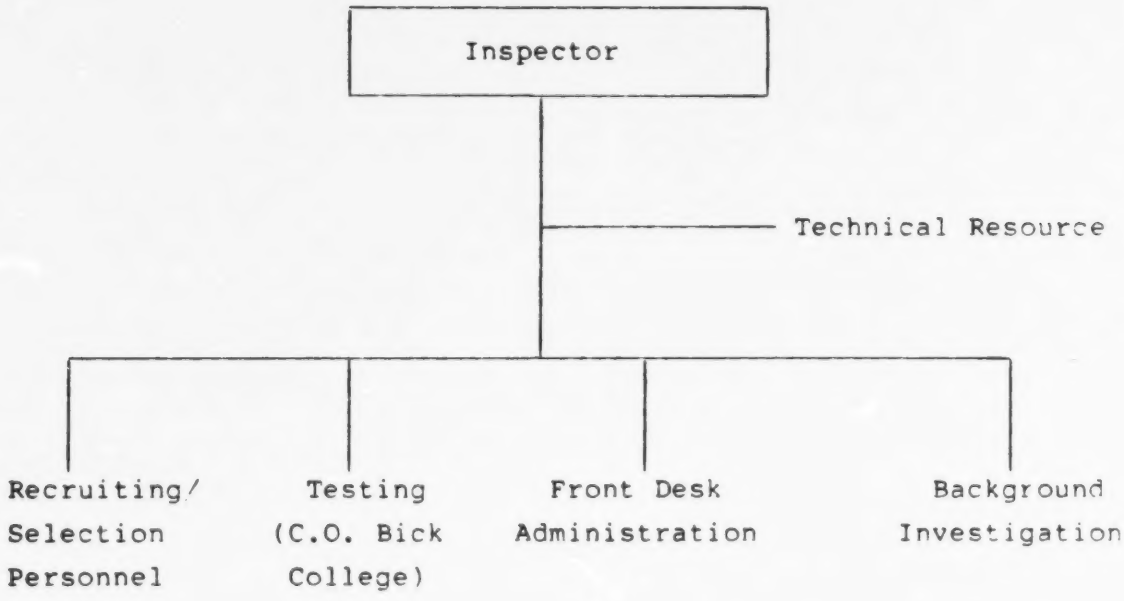
We believe that an important element of the implementation effort is the resources that will be applied to the tasks at hand. In terms of organization, we suggest organizing the functions of the Employment Section as depicted in Exhibit 12. This organization does not represent a radical change from the status quo but one important, additional invidivual is included in the organization. This person will be a technical resource whose responsibilities will include:

- taking charge of the actual implementation exercise;
- developing new selection tests and instruments;
- providing expertise on recruiting and selection systems;
- developing and maintaining information systems; and
- carrying out evaluations of overall program effectiveness.

The person that fills this position should have significant experience in recruiting and selection, the technical expertise necessary to develop, implement and validate selection instruments, a knowledge of program evaluation and the ability to maintain information systems. Such a person will likely have a background in psychology and personnel experience in the relevant areas. Although police experience would be preferential, it would not be absolutely essential for this

EXHIBIT 12

PROPOSED ORGANIZATION
OF THE
EMPLOYMENT FUNCTION



staff position. The MTP should be able to attract such a resurce for a salary in the range of $40,000 to $45,000. We recommend the appointment of such a person immediately. Without such an appointment, the implementation will likely not succeed.

The key component of this new organization will be the recruiting and selection personnel. These individuals will be both recruiters and selectors and will have specific responsibilities for implementing the new recruiting thrusts. At the outset, given the projected manpower requirements for 1985, we suggest that six people fill these positions. This number may have to be altered after the success of the various recruiting efforts is determined. However, we strongly believe that this number should be adequate if the recruiting and selection function is properly planned and focussed in advance.

The overall testing function will remain at C.O. Bick College and the front desk administration and background investigation components remain intact.

With clinical appraisal interviews recommended, the MTP may wish to consider the cost-effectiveness of its current practice of contracting for psychological services opposite hiring a full-time psychologist to perform these tasks. Overall, cost-effectiveness of this option will be determined ultimately by the actual numbers of interviews conducted.

We do not recommend that this clinical psychologist act as the technical resource as well. The technical resource, as described above, is likely a full-time job.

Once the technical resource is appointed, the implementation effort can proceed. New instrument development should take between three and four months, at which point the MTP will be in a position to institute the new system.

The following represents our estimates of costs to implement the recommendations:

- improving recruiting literature - $10,000;
- improved vision testing equipment and hearing testing equipment - $5,000;
- development of the personal appraisal scenarios - $15,000;
- development of improved fitness procedures - $3,000; and
- new medical history forms - $1,000 per year.

Above all, with respect to implementation, we recommend a timely consideration of our suggestions and rapid implementation of those adopted. It has been our experience that any significant delay in pursuing changes normally results in a considerably reduced commitment to move toward the originally intended goal - in this case, the increased recruitment of minorities and women.

APPENDIX A

INTERVIEWEES

Metropolitan Toronto Police Force Members

Chief of Police

All senior members of the Employment Section

Senior Officers formerly in the Employment Section

Public Affairs

Seven Sergeants and Staff Sergeants from two divisions where there are significant minority populations

Six P.C.'s from the Ethnic Relations Unit

Ten serving P.C.'s from minority groups

Individuals Affiliated with the MTP

Mr. Denis Flynn - Board of Police Commissioners

Dr. Reva Gerstein - Consulting Psychologist to MTP

Dr. David Hancock - MTP Medical Officer

Ms. Jane Pepino - Board of Police Commissioners

Dr. Keith Travis - Consulting Psychologist to MTP

Other Groups and Individuals With Whom Discussions Were Conducted

Mayor's Committee on Community and Race Relations - Sub-Committee on Policing

Municipality of Metropolitan Toronto - Multicultural Relations

Ontario Human Rights Commission - Race Relations Division

Ontario Human Rights Commission - Compliance Division

Office of the Public Complaints Commissioner

Mr. Ying Hope - Alderman, City of Toronto

Jamaican-Canadian Association

Indian Immigrant Aid Service

Mr. Allan Sparrow

Mr. Wilson Head

Justice Arthur Downs

Toronto Board of Education

National Association of Canadians of Origins in India

Ontario Multicultural Association

Portuguese Inter-Agency Network

Hispanic Council of Metropolitan Toronto

Barbadian Ex-Police Officers Association

Centre for Spanish Speaking People

Vancouver Police Department

Edmonton Police Department

Calgary Police Service

Adelaide Club

The Fitness Institute

APPENDIX B

SAMPLE QUESTIONS FOR STRUCTURED INTERVIEWS

Touche Ross & Partners

Performance Under Pressure

What is the most stressful situation you have faced? How did you handle it? In retrospect, what would you have done differently?

What is your normal style of interaction with people? How does this change when you are under stress?

What would you do if you were taunted by your friends who were ridiculing you for "wanting to become a pig"?

Everyone has certain "safety valves" which help them through stressful times. What would say are yours?

What would you consider a long working day? What kinds of daily events would you find stressful?

How do you react to short-time deadlines?

Appearance

No interview questions - appearance is assessed based on appropriateness of:

- dress;
- grooming;
- posture;
- presentation; and
- bearing.

Organization

If you were appointed president of a social club which had a goal of raising money for under-privileged children, how would you approach the task?

How do you think you will prepare yourself for your training at Aylmer, if selected for the MTP?

Provide examples of your organizational skills at school or on a job you have held.

When you are presented with several competing priorities, what rules-of-thumb do you use for deciding which gets done first?

How did you approach studying the package for the achievement test?

NOTE: Organization is also measured by the candidate's ability to articulate ideas and thoughts.

Common Sense/Good Judgement

You're in a crowded movie theatre and you smell smoke, what do you do?

What would you do if you found your debts exceeded your ability to repay?

What would do if at a party you discovered most of the people were using drugs?

Suppose you are faced with purchasing a new home (car) - what types of things should you consider?

What do you do if you find yourself suddenly stuck in an elevator?

You run out of gas in the middle of the 401 during rush hour - what should you do?

NOTE: Many other questions could be asked with respect to the candidate's reaction to everyday police situations.

Flexibility

A police officer's day is often unpredictable. Sometimes last minute matters come up that require extra "duty time", schedule changes or even last minute partner switches. Would that pose a problem for you?

Suppose that you had an old friend coming to town, and you had arranged to meet one another right after you came off duty. Your friend has only a few hours to spend and likely won't see you again for some time. One more time, you're asked to work late. What would you do?

When in the past have you had to display flexibility? What were the results?

How do you set personal priorities? What are they?

When you set schedules for yourself, how tight are they? How do you feel when they must be changed?

Motivation/Initiative

Why do you want to be a police officer?

What will you do if you are rejected?

Why didn't you apply before now?

How do you react to the fact that it may be some time before you are eligible for promotion to Sergeant?

Would you say you studied hard for the achievement test? Why or why not?

What do you know about the Metropolitan Toronto Police Force? Did you attempt to find out anything about the Force before you applied?

Dependability/Reliability

If you had promised to meet someone at a certain time and place, and discovered you were unable to keep the appointment, what would you do?

Have you had any instances of being unable to complete a project/job/etc.? Why?

If you join the MTP, what other obligations and commitments will you have outside the job? How do you propose to handle them?

Tell about a time when you had to break a promise. What were the circumstances? How did you feel?

When is breaking an important appointment justified? Under what circumstances?

Dominance/Leadership

Describe a situation outside of the family environment where you had to display leadership qualities. How successful were you?

Where will a police officer have to display leadership? How would you handle such situations?

What leadership roles have you taken in the past (e.g., clubs, teams, etc.)?

What competitive qualities do you possess? What brings them out?

If you were on the losing team during a game, what would you do to help your team win?

Public Service Orientation/Cooperation

How do you spend your leisure time? Are you involved with any service, groups or organizations? What form does that involvement take?

Give some examples of how you work with others, how you get along with others and what you expect of others.

"Most charities are a waste of time and money." Do you agree or disagree with this statement and why?

Were you involved in any extracurricular activities in school? If so, describe some of the events you took part in. If not, was there any particular reason why you chose not to be involved?

Job Appreciation

If you had to list a police officer's duties and responsibilities, what kinds of things would you include?

What part of the job attracts you most? Least? What does a job in general have to contain to be satisfactory for you?

If our positions were reversed in this interview, what kinds of things would you be looking for in me to determine whether I would make a good police officer?

Integrity/Honesty

During the course of an investigation, you learn that your partner has been known to take an occasional bribe. Your source is reliable and to your knowledge you are the only officer in the Force who knows of this. What do you do?

We have all done some things wrong in the past. What is the worst you have done?

When is it permissible to lie? Is there such a thing as a "white lie"? How do you feel about the issue of "entrapment" of criminals (such as in the DeLorean case in the States)?

Self Control

Describe a situation where you became very angry. What did you do to maintain control?

When you lose self control, how do you react (we all do it at times)?

Recall a time when you felt a sense of panic. What were the circumstances? How did you handle it?

Adherence to Authority

How would you characterize your upbringing - fairly strict, or not quite so much so? How has this upbringing affected the way you handle authority? Do you see yourself as a leader or a follower and why? What do you see as the role of a "team worker"?

Give examples from school or work where you have had to follow authority. What were the results?

When would it be justified to disobey a direct order?

If you felt that your direct superior were incompetent, what would you do if he directed you to carry out an order tht you could not agree with?

What issues of conscience might interfere with carrying out the duties of a police officer?

Interpersonal Sensitivity

If you were giving a speeding ticket to an elderly person who was visibily shaken, nervous and claiming that he/she had never before exceeded the speed limit, what would you do?

Do you agree with the death penalty for pre-meditated murder? (Interviewer takes opposite point-of-view and probes to display sensitivity toward other's opinions.)

Do you think you might enjoy the work of a social caseworker? Why or why not?

What aspects of an officer's job are similar to that of a social worker?

How would you deal with a parent arriving at the scene of an accident involving his/her child?

Communication Skills

Ability to orally express himself/herself.

Maturity/Responsibility

What would you say are your weak points? In what areas do you think you need to develop? What are your strong points? What situations bring them out?

What are your priorities/goals in your:

- career;
- family; and
- outside activities?

What kind of a lifestyle should a police officer live? What image should he project to neighbours? Friends? Relatives?

Under what circumstances do you "let your hair down"?